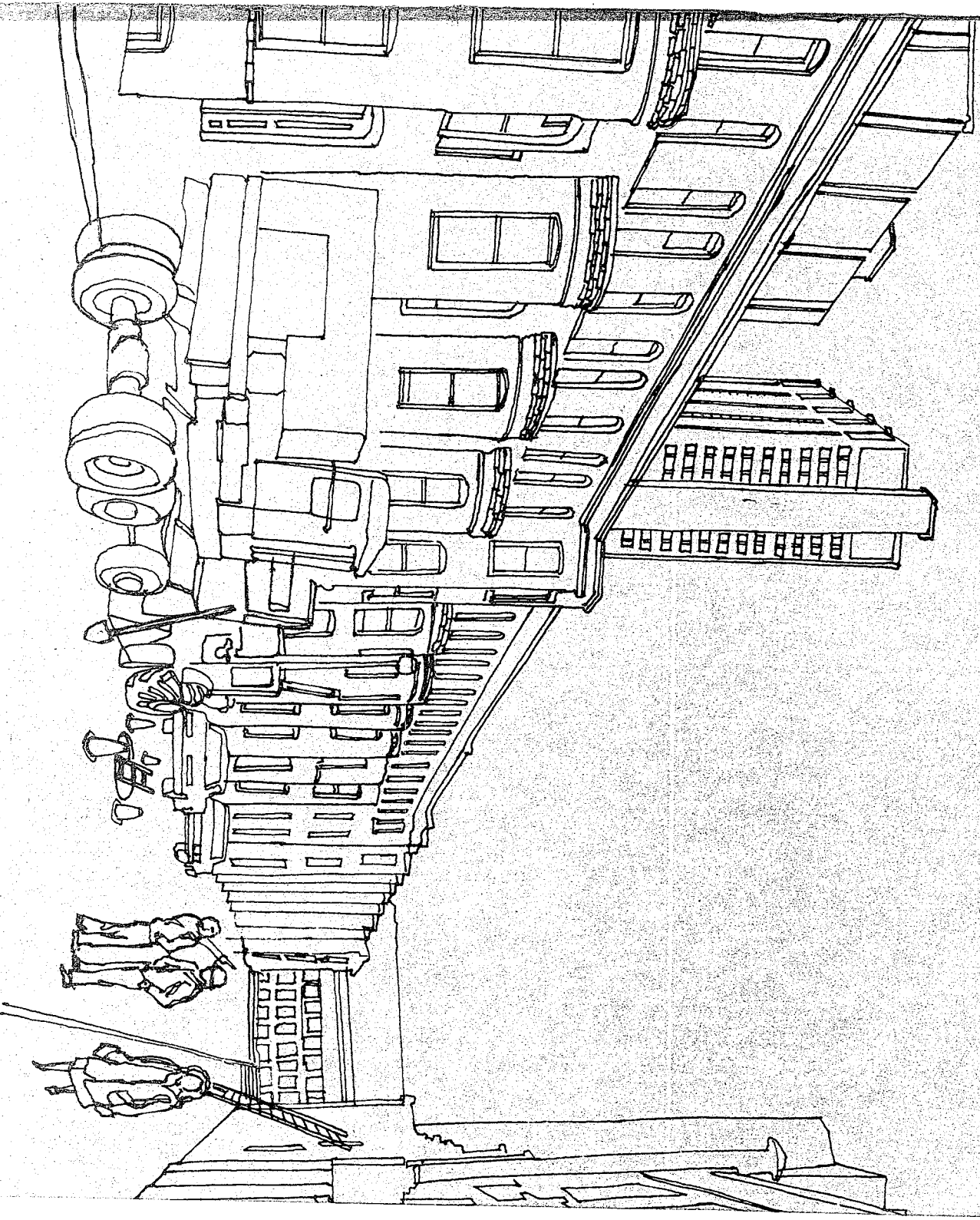




Sixth Annual Community Development Block Grant Report



HUD



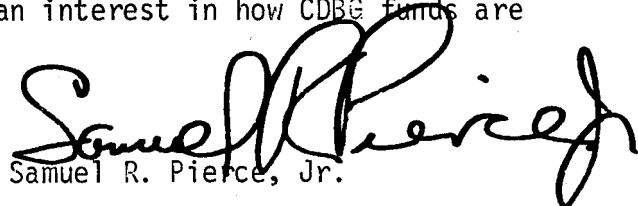
THE SECRETARY OF HOUSING AND URBAN DEVELOPMENT
WASHINGTON, D.C. 20410
April 28, 1981

TO THE CONGRESS OF THE UNITED STATES:

In accordance with the provision of Section 113(a) of the Housing and Community Development Act of 1974, as amended, I herewith forward to you the Sixth Annual Report on the Community Development Block Grant (CDBG) Program.

The Report is comprised of two major parts. The first part discusses the CDBG program in 1980 and the patterns of program development over the last six years. The second part contains CDBG program data organized for use as a resource and as a supplement to the discussion in the first part.

The Sixth Annual CDBG Report was prepared for the Congress; but it can also be utilized by individuals, citizen groups, community officials, scholars, and program managers. All of these persons have an interest in how CDBG funds are being used in communities.


Samuel R. Pierce, Jr.

Sixth Annual Report
THE COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

Department of Housing and Urban Development
Office of the Assistant Secretary for
Community Planning and Development
Office of Evaluation

SIXTH ANNUAL REPORT
THE COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

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EXECUTIVE SUMMARY

SIXTH ANNUAL REPORT TO CONGRESS ON THE COMMUNITY DEVELOPMENT BLOCK GRANT PROGRAM

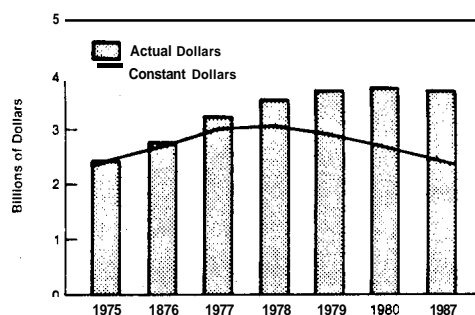
This year's Annual Report to Congress on the Community Development Block Grant Program provides an analysis of the activities communities have undertaken to meet the program's purposes and legislative objectives. The report also presents an assessment of program performance relative to program issues.

CDBG Funding. In 1980 the Community Development Block Grant program received \$3.8 billion. The bulk of these funds, \$2.7 billion, were provided through the Entitlement Program to Entitlement Cities (\$2.3 billion) and Urban Counties (\$0.4 billion). The rest of the funds went to Small Cities (\$1.0 billion), the Secretary's Discretionary Fund (\$85 million) and to the Financial Settlement Program (\$15 million). This brought the total amount appropriated by Congress to \$19.6 billion since the beginning of the program in 1975. Of this total, \$13.7 billion has gone to the Entitlement Program with Entitlement Cities receiving \$11.8 billion and Urban Counties \$1.9 billion. Hold Harmless Communities, phased out of the program in 1980, had received \$1.7 billion. In addition, \$3.4 billion went to Small Cities, \$0.4 billion to the Secretary's Fund, and \$0.4 billion to Financial Settlement.

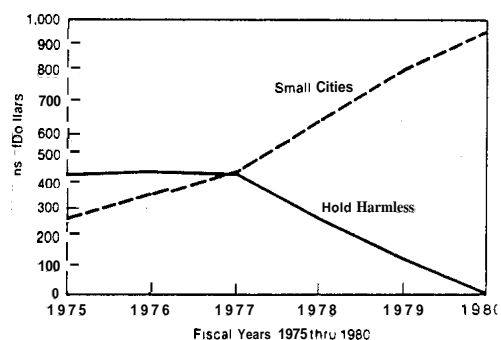
As of December 31, 1980, 99.5 percent of the block grant funds made available from 1975 through 1980 had been obligated by HUD to CDBG grantees. Approximately 73 percent of all obligated funds had been expended by the grantees. CDBG appropriations increased every year for the first six years of the program but declined by 2.2 percent between Fiscal Years 1980 and 1981. In constant dollar terms, the value of the grants has declined each year since 1978. As a result, in 1980 grantees as a whole were receiving approximately the same amount in constant dollars that they were in 1975.

The funding for Urban Counties and Small Cities has increased substantially since the program was instituted. In addition, to increases in appropriations, the increase in funding for Urban Counties was due to the phase-in of Urban Counties into the program, while the increase for Small Cities was primarily due to the phase-out of smaller Hold Harmless formula grantees which are now eligible for funding under the Small Cities Program.

CDBG Appropriations by Fiscal Years
In Actual and Constant Dollars, 1975-1981



CDBG Funding to Hold Harmless and
Small Cities, 1975-1980



National Objectives. In 1980, the CDBG program was amended and reauthorized for an additional three year period. These 1980 amendments added a ninth national objective to the CDBG program--energy conservation. The new law recognizes the problems arising from increasing energy costs which have seriously undermined the quality and overall effectiveness of local community and housing development activities.

Grantee expenditures in 1980 were used to address all of the program's national objectives. However grantees emphasized two of the national objectives--the elimination of detrimental conditions and expansion of the housing stock--significantly more than the other objectives. The elimination of detrimental conditions received greatest emphasis from Urban Counties and Small Cities, while Entitlement Cities emphasized conservation and expansion of the housing stock.

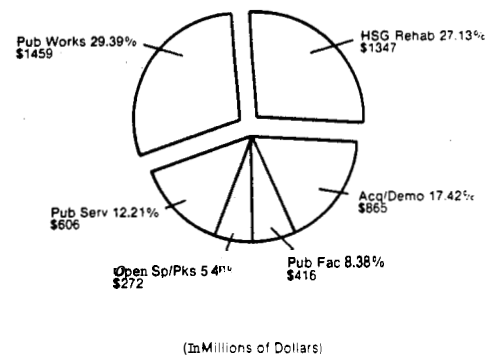
Community Development Activities: Entitlement Cities, Urban Counties and Small Cities all spend the greatest proportion of their Block Grant funds on two activities--public works and housing rehabilitation--with public works activities being especially predominant in Urban Counties and Small Cities.

The emphasis given the various program activities varies from one type of city to another. There are two contrasting funding patterns that are indicative of both the degree to which communities are budgeting CDBG funds to address general needs and the flexibility present in the Block Grant structure. The first pattern is found among large Entitlement Cities, central cities, cities with declining populations and more economically distressed cities. These cities budget a larger percentage of their funds toward housing rehabilitation and public services than do other types of cities. In contrast, less economically distressed Entitlement Cities, those located in the suburbs, those with smaller populations, and those with increasing populations, budget a larger percentage of funds to public works, public facilities, and parks and open spaces than other cities.

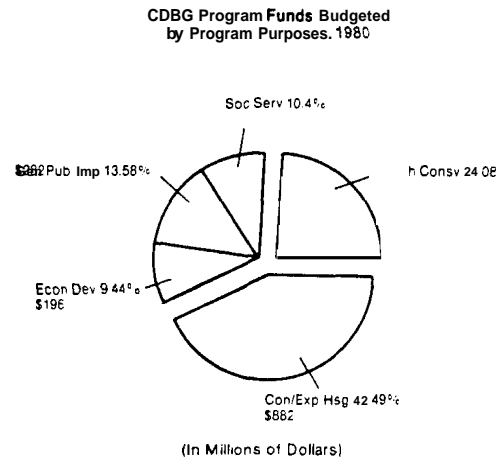
CDBG NATIONAL OBJECTIVES

1. The elimination of slums and blight;
2. The elimination of conditions which are detrimental to health, safety, and public welfare;
3. The conservation and expansion of the nation's housing stock;
4. The expansion and improvement of the quantity and quality of community services;
5. A more rational utilization of land and other natural resources;
6. The reduction of the isolation of income groups within communities and geographical areas;
7. The restoration and preservation of properties of special value for historic, architectural, or esthetic reasons.
8. The alleviation of physical and economic distress through the stimulation of private investment and Community revitalization; and
9. The Conservation and expansion of the nation's scarce energy resources

Cumulative CDBG Program Funds Budgeted
by Activity Groups, 1978-1980



Local Community Development Purposes. Local community development purposes differ from community development activities in that activities describe what was funded while purposes indicate how projects relate to local needs and goals. With regard to local CDBG purposes, the largest portions of entitlement funds were devoted to the conservation and expansion of the housing stock (42 percent) and neighborhood conservation (24 percent). General public improvements and services, the provision of social services, and economic development received substantially less emphasis.



The emphasis given the different local program purposes' also varies by the types of Entitlement Cities undertaking them. In general, large Entitlement Cities, those cities which are more economically distressed, those cities losing population, and those receiving high levels of funding budget more of their funds to conserving and expanding the housing stock, providing public services, and stimulating local economic development than do other types of cities. Smaller Entitlement Cities, those with less economic distress, those gaining population, and those receiving the fewest funds budget a larger proportion of funds to neighborhood conservation and general public improvements than do other cities.

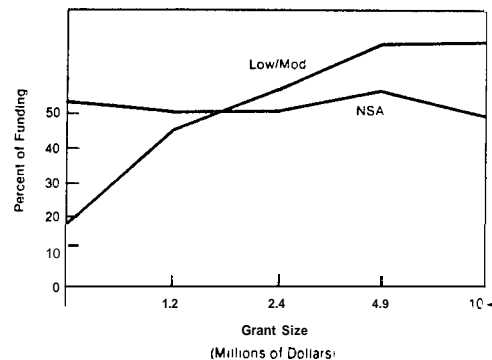
Concentrating Benefits. Low- and moderate-income census tracts continue to receive the majority of the funds in the CDBG Entitlement Program. In 1980, 62 percent of all CDBG entitlement funds were allocated to low- and moderate-income tracts, an increase of four percentage points in the last two years. Entitlement Cities with declining populations, those with moderate and high levels of distress, the very largest cities, and those with a high percentage of minority residents showed significant increases in the amount of low- and moderate- income census tract funding between 1978 and 1980. The types of Entitlement Cities devoting a lower percentage of funds to low- and moderate-income areas were those having a smaller proportion of lower income persons; They tend to be smaller cities, those with low minority populations, those gaining in population and those with the smallest CDBG entitlements.

Those Entitlement Cities with the smallest grants, however, still geographically concentrate their CDBG funds. Although the Entitlement Cities receiving the smallest grants do not devote a majority portion of their funds to lower-income census tracts, these cities spend over 50 percent of their funds in Neighborhood Strategy Areas.

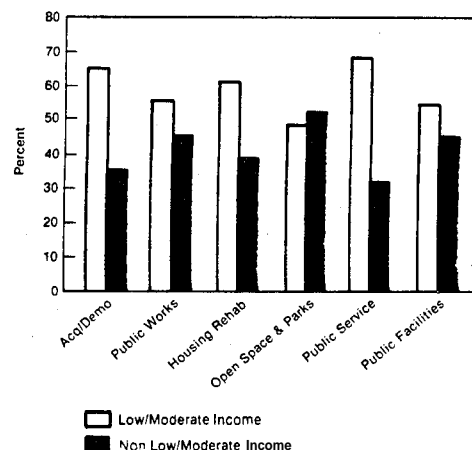
A majority of the funding for all types of CDBG program activities except for the provision of open space and parks is directed toward low- and moderate-income census tracts. Activities occurring at a proportionately higher level in low- and moderate-income tracts include the provision of public services, acquisition and demolition, and housing rehabilitation.

Accomplishments. The CDBG program gives Entitlement Communities broad discretion in determining the content of local programs. These local programs are marked by diversity of accomplishments. Communities provided programs that increased the viability of neighborhoods, improved public facilities, assisted needy residents, and contributed to the economic development of many localities. CDBG rehabilitation efforts have been concentrated in improving single family owner-occupied structures. Public improvements emphasized street improvements with roughly equal shares of CDBG expenditures going into public facilities (such as neighborhood centers'), water and sewer improvements; and recreational facilities. In addition to these physical accomplishments, CDBG funds were also used to provide public services in the form of aid and assistance for elderly and young persons; police, and health care. Finally, CDBG funds have been used to promote a variety of local economic development activities. Recent trends indicate the growing importance of CDBG funds in supporting local development Corporations.

Cumulative CDBG Program Funds Budgeted to Neighborhood Strategy Areas and Low and Moderate Income Benefits by City Grant Size, 1979-1980



Percentage of Planned Activities Benefiting Low and Moderate Income Census Tracts 1980



SELECTED ENTITLEMENT GRANTEE ACCOMPLISHMENTS

1975-1979

REHABILITATION	
Homes	213,743
Apartments	41,334
PUBLIC IMPROVEMENTS	
Miles of Streets	6,163
Miles of Curbs, Gutters	3,708
Street Lights	102,741
Miles of Water, Sewer Lines	4,183
RECREATION	
Neighborhood Playgrounds	6,802
Recreation Centers	1,070
ECONOMIC DEVELOPMENT	
Acres Acquired	4,121
Businesses Assisted	14,555

In addition to aggregate statistical data on the program, this year's report provides an overall analysis of important program issues. The issues covered include expenditure rates, contract conditioning, economic development, Neighborhood Strategy Areas, and Housing Assistance Plans.

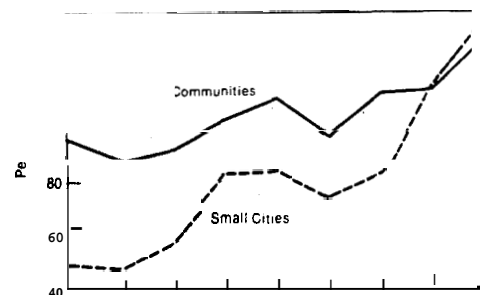
Expenditure Rates. At the end of FY1980 the overall cumulative expenditure rate for Entitlement Communities was 68 percent--a rate comparable to other Federal Government physical development programs. Entitlement Communities are now spending at a rate of 103 percent of their annual entitlement grants. Consequently, the unexpended balance of CDBG funds which was growing annually is now declining.

CUMULATIVE AND ANNUAL DRAWDOWN RATES OF CDBG ENTITLEMENT COMMUNITIES

FISCAL YEAR	DRAWDOWN	
	Annual Drawdown Rate	Cumulative Drawdown Rate
1975	2%	2%
1976	52%	28%
1977	84%	42%
1978	70%	50%
1979	90%	59%
1980	103%	68%

This overall increase in CDBG expenditures reflected a widespread increase in the expenditure rates of a large number of Entitlement Communities rather than dramatic increases by only a few cities. Furthermore, communities which had the lowest rates of spending in the past made the most significant improvement in expenditure rates. As a result, the gap between the slowest spenders and the fastest spenders is decreasing.

same period in FY1979 and two times that of the same period in FY1980. Thus, the gap between



Contract Conditioning. The extent of CDBG contract conditioning has remained quite stable in the last two years. Of the 633 CDBG entitlement grant applications approved in 1980, 247 or 39 percent, were conditioned (39 percent were also conditioned in 1979). There were 495 contract conditions imposed in 1980 indicating that a number of Entitlement Communities were conditioned in more than one area. Fifty-three percent of the conditions related to application deficiencies and 47 percent related to performance deficiencies.

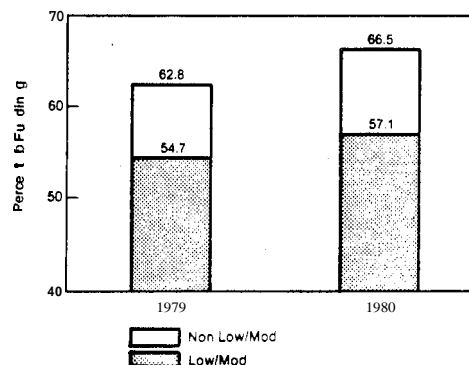
Entitlement Communities conditioned in **FY1980** were cited most frequently for HAP-related deficiencies. In **FY1980**, 20 percent of all the Entitlement communities were conditioned for HAP-related reasons. One-half of the 247 conditionally approved **FY1980** entitlement grantees were conditioned for HAP-related application or performance deficiencies.

In Fiscal Year 1980, approximately \$235 million in CDBG entitlement funds were held up for varying periods of time by contract conditioning--this represents 8.6 percent of entitlement funds. Sixty-seven percent of the 247 conditionally approved grantees had their funds affected to some degree.

Neighborhood Strategy Areas (NSAs)

Since the introduction of the NSA concept in 1978, NSAs have been established in 75 percent of all Entitlement Communities. These communities have created, on average, 4 NSAs. These NSAs encompass an average of 20 percent of the population and 15 percent of the communities land area. In both 1979 and 1980, about one-half of all CDBG funds in Entitlement Cities was allocated to NSAs.

Percent of CDBG Funding for Low/Mod and Non-Low/Mod Income Areas Planned for Neighborhood Strategy Areas: 1979, 1980



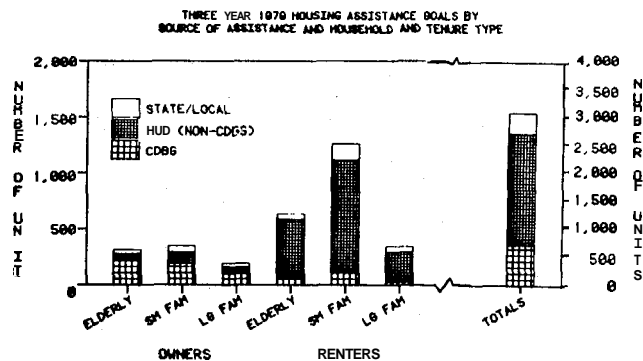
Funds budgeted to NSAs have been allocated in a concentrated manner. This concentration is reflected by the fact that NSAs account for over two-thirds of all spending in low- and moderate-income areas but only for one-half of all CDBG funds.

Compared to funding in areas outside of NSAs, budgeted NSA Funds were more concentrated in both distressed and minority neighborhoods. Within NSAs, about 60 percent of the funds went into the most distressed census tracts and only 9 percent into the least-distressed tracts. For non-NSAs, the comparable funding figures were 52 percent and 16 percent respectively. In addition, 23 percent of all NSA funds were budgeted to areas with more than 80 percent minority population compared to only 13 percent of non-NSA funds.

Economic Development. The overall level of CDBG funding for economic development has remained at approximately 10 percent since 1978 despite the creation of specially authorized economic development activities in 1977. Large Entitlement Cities, central cities, economically distressed cities, those losing populations, and those with large minority populations are the types of cities which are most likely to emphasize economic development activities with CDBG funds.

The funding of Local Development Corporations (LDCs) has increased dramatically since they first received CDBG dollars in 1979. It now constitutes the largest single component of CDBG economic development funding. Revitalization of neighborhood commercial areas is the economic development sub-purpose most frequently pursued by cities (29 percent of CDBG economic development funds) followed by the creation of jobs (16 percent), revitalization of the Central Business District (16 percent), and the expansion and creation of industrial areas (13 percent).

Housing Assistance Plans (HAPS) Cities in the CDBG evaluation sample projected planned assistance to an average of almost 3,100 lower income households in each community. Almost 75 percent of this assistance was to aid renters, primarily small families. Goals for assistance to homeowners were more evenly distributed among assistance to small families (41 percent), assistance to the elderly and handicapped (37 percent), and assistance to large families (23 percent).



The vast majority of lower-income households to be assisted by the Entitlement Cities were to be aided by either the CDBG program (23 percent of all households to be assisted) or other HUD housing programs (66 percent). State and local programs account for only 10 percent of all housing assistance planned.

The goals established by Entitlement Cities conformed to the program requirement that 15 percent of a community's total need be addressed and that goals be proportional to the identified household and tenure type needs. Finally, the annual housing goals developed by Entitlement Cities represent reasonable proportions of the three-year goals and, if fulfilled, would lead to meeting those three-year goals.

INTRODUCTION

The Sixth Annual Report is comprised of two major parts. The first part discusses the Community Development Block Grant (CDBG) program in 1980 and the patterns of program development over six years. The second part contains CDBG program data organized for use as a resource and as a supplement to the discussion in the first part. This second part is printed separately as an Appendix.

Chapters 1 through 5 of the Annual Report present discussions of major topics and issues related to the implementation of the CDBG program. In Chapter 1 the discussion focuses on legislative and regulatory initiatives shaping the national program. In particular, the current year's program requirements are related to the program's legislative and regulatory history.

Chapter 2 provides information on the appropriation, obligation, and disbursement of CDBG funds with emphasis on the changes occurring between 1975 and 1980.

Chapters 3 and 4 present information on the community development activities that grantees fund with CDBG monies. Chapter 3 discusses the planned expenditures by grantees for specific activities in relation to legislative objectives, program purposes, and local community development needs. Chapter 4 gives some of the actual accomplishments entitlement grantees realized using their CDBG funds.

Chapter 5 is composed of five sections, each discussing an issue of current importance to the Community Development Block Grant program. These include: Section 1-Expenditure Rates; Section 2 - Contract Conditioning; Section 3 - Neighborhood Strategy Areas; Section 4-Economic Development; and Section 5-Planned Housing Assistance.

The data used for the analysis in the Annual Report come from a variety of sources. However, the primary source is the CDBG Evaluation Data Base. This data base is comprised of information coded from the CDBG applications and Grantee Performance Reports submitted by 200 Entitlement Cities selected by a stratified random sampling procedure. This year's report is the first to use this sample. In previous years, a sample of 151 Entitlement Communities, including 48 Hold Harmless Cities, was used. In 1980, these Hold Harmless Cities were no longer eligible for entitlement funds and were, therefore, dropped from the sample. A new sample was designed and drawn. The current sample includes 200 Entitlement Cities and is stratified according to grant size, central city/non-central city status, and whether the original or the second formula is used to determine a city's grant amount. This new sample allows for greater accuracy in generalizing to the universe of Entitlement Cities and especially enhances its representativeness of large cities.

Part 2 of the report, the appendix, contains a large portion of the data collected for the discussions in Part 1. The data are divided among eight sections, each a self-contained unit expanding the information provided in Chapters 1 through 5. The sections are introduced with a discussion of how to utilize the tables and figures. Section 1 includes information on CDBG funding patterns, Section 2 on program purposes, Section 3 on Entitlement Communities' accomplishments, Section 4 on expenditure rates, Section 5 on Housing Assistance Plans, Section 6 on Neighborhood Strategy Areas, Section 7 on contract conditioning, and Section 8 on economic development.

The Sixth Annual Report was prepared for the Congress; but it can be utilized by program managers, individuals, citizen groups, community officials, and scholars. All of these persons have an interest in how Block Grant funds are being used in communities.

PART 1

PROGRAM PATTERNS AND TRENDS

CHAPTER 1: CDBG PROGRAM: BACKGROUND, DESCRIPTION AND MODIFICATIONS

OVERVIEW

The purpose of this chapter is to provide an overview of the Community Development Block Grant (CDBG) program. The chapter is divided into three sections. The first section describes the significant operating features of the program. The second section summarizes the major CDBG-related actions taken by Congress in 1980. The last section provides a description of FY1980 funding and major regulatory and administrative changes in the three major components of the CDBG program.

CDBG PROGRAM DESCRIPTION

The Community Development Block Grant (CDBG) program is the U.S. Department of Housing and Urban Development's principal program to assist local governments in addressing their major community development needs and problems. The CDBG program was created by the Housing and Community Development Act of 1974. This Act consolidated seven major community development-related, categorical grant-in-aid programs. Rather than relying on a competitive grant approval process, a major feature of the new program provided entitlement funds to localities based upon objective need factors.

The Act required that local community development programs be developed so as to give "maximum feasible priority to activities which benefit low- or moderate-income families," or aid in the prevention or elimination of slums or blight, or meet local urgent needs. Furthermore, while the 1974 Act did not require that a specific minimum level of funds be targeted to lower-income persons, it did specify as a primary objective that the program principally benefit low- or moderate-income persons.

The CDBG program is comprised of three major components--the Entitlement Program, the Small Cities Program, and the Secretary's Discretionary Fund. This section describes significant operating features of these components and outlines the method used to allocate CDBG funds to each.

Entitlement Program. Two kinds of communities are eligible for entitlement grants--Metropolitan Cities (Metro Cities') and Urban Counties. Metropolitan Cities are defined as central cities of Standard Metropolitan Statistical Areas (SMSAs) or other cities, within an SMSA, with populations of over 50,000. Urban Counties are defined as those counties that are located in an SMSA and have a minimum population of 200,000 persons in their unincorporated areas and/or in participating units of government. An Urban County must also be authorized under state law to undertake essential community development and housing assistance activities in its unincorporated areas which are not units of general local government and must have authority to perform such functions in incorporated areas either under state law or through agreements with other cooperating local government jurisdictions. In FY1980, a total of 573 Metropolitan Cities and 85 Urban Counties were eligible for the Entitlement Program.

Entitlement funds are distributed to eligible Metropolitan Cities and Urban Counties utilizing two objective formulas. The original formula, created in 1974, includes poverty (weighted twice), population, and overcrowded housing. The second formula, enacted in 1977, includes poverty, 1960-1977 population growth lag, and age of the communities' housing stock. In this formula, the age of the community's housing stock is counted twice, poverty one and one-half times, and the population growth lag, once.

Each grantee's entitlement is calculated using both formulas. The grantee receives the greater of the two calculated amounts. Because grantees are entitled to the greater of the two amounts, the sum of all entitlements has in each year exceeded the total funds available for the Entitlement Program. As a result, pro-rata reductions are made in each recipient's grant to reconcile the difference between the sum of the dual formula amounts and the total amount allocated to the Entitlement Program.

The impact of the two different formulas upon the grant amount a community receives is illustrated by the following comparison. New Orleans had a 1977 population of 561,266; Dallas had a population of 844,528. For FY1980, use of Formula A produced an entitlement amount of \$19,726,000 for New Orleans and Formula B an amount of \$22,289,000. After the pro rata reduction, New Orleans received an annual allocation of \$22,154,000. In contrast, Dallas, received \$17,250,000 under Formula A but only \$9,437,000 under Formula B. After the pro-rata reduction, Dallas was granted \$17,146,000 for FY1980.

How much an individual entitlement grantee gets depends then, upon several factors: The size of the Block Grant allocation; the number of entitlement communities participating in the program; and how that community compares with other communities on the formula factors.

Each year an Entitlement Community submits an Annual Community Development Program Application and an Annual Housing Action Program to HUD Area Offices, describing projects and activities to be carried out during the program year. Eligible activities include a wide range of community development activities directed toward neighborhood revitalization, economic development, energy conservation, and the provision of improved community facilities and services. All projects and activities must either principally benefit low- and moderate-income persons, or aid in the prevention or elimination of slums and blight, or meet an urgent community development need.

Every three years, Entitlement Communities submit to HUD Area Offices a three-year Community Development Plan identifying local community development and housing needs, the projects and activities planned over a three-year period, and their comprehensive strategy for meeting those needs. Communities are also required to submit a Housing Assistance Plan (HAP) every three years describing the community's housing conditions, the housing assistance needs of low- and moderate-income persons, and their goals to address those needs.

HUD Area Offices review the applications against statutory criteria to ensure that the applicant's description of its community and housing needs and objectives are not plainly inconsistent with generally available facts and data, and that the activities proposed in the application are not plainly inappropriate to meeting the needs and objective's identified by the applicant. The Area Office also determines if the activities proposed are eligible, if

the application complies with the requirements, of the statute, and if the application complies with other applicable law.

HUD Area Offices monitor approved community development programs through on-site visits and annual Grantee Performance Reports submitted by the communities. The purpose of the monitoring is to determine if the grantee has carried out its program, including its housing assistance goals, substantially as described in its application; if the program conformed to the requirements of the statute and other applicable law; and if the grantee has a continuing capacity to carry out in a timely manner the approved program.

Where entitlement applications do not meet the statutory review criteria, or where severe performance problems have been previously identified, the application may be disapproved or conditionally approved by HUD. Under a conditional approval, funds are either withheld for affected activities for a specified period of time to allow the applicant an opportunity to correct deficiencies, or funds are not withheld but the grantee is required to take specific actions. If deficiencies are not corrected, the applicant in some cases is given the opportunity to transfer funds from ineligible activities to eligible ones or the grant may be disapproved or reduced. Chapter 5-Section 2 of this report provides a description of the current conditioning practices and the number of communities conditioned.

Small Cities Program. The Small Cities program awards competitive grants principally to units of government with populations below 50,000 in metropolitan and non-metropolitan areas. Non-Urban Counties can also compete for Small Cities grants. There are approximately 37,000 units of government potentially eligible to compete for Small Cities Program funds. Roughly 2,500 non-metropolitan counties, 18,500 cities, and 16,500 towns and townships are eligible.

Communities eligible for the Small Cities program can receive Comprehensive or Single Purpose grants. Comprehensive Grants are designed to address a substantial portion of identifiable community development needs within a defined, concentrated area. HUD may make commitments of up to three years for Comprehensive Grants. The length of the commitment is determined by the nature of the program, the funds required, the past performance and present capacity of the applicant, and the estimated availability of subsequent years' funds.

Single purpose grants are designed to alleviate a specific community need by addressing a serious problem in housing, public facilities, or economic conditions. Consistent with CDBG objectives to support comprehensive treatment of community development needs, 65 to 75 percent of available Small Cities funds are usually reserved for Comprehensive Grants and the balance is available for Single Purpose Grants.

Grants in the Small Cities program are awarded on a competitive basis and the demand for grants far exceeds the available funds. Therefore, HUD follows a two-stage selection process. In order to qualify all metropolitan and non-metropolitan communities seeking Small Cities grants must file a "pre-application." The purpose of the pre-application is to determine how well an application will compare with other applications and to avoid having communities which have little or no chance of fundings prepare full applications.

Small Cities pre-applications are reviewed using a standard rating system to ensure the selection of applicants whose proposed projects are likely to have the most significant impact on local needs and provide the greatest benefit to lower income persons. Some of the factors included in the standard rating system include: Community need (poverty), impact of the proposed program on needs, benefit, to low- and moderate-income persons, and past performance in housing and equal opportunity.

HUD Area Offices rate and rank pre-applications in accordance with the national ranking system. Those pre-applications which rank the highest are invited to submit full applications which consist of summaries of proposed projects and a Housing Assistance Plan.

Monitoring of grantee performance in the Small Cities Program is similar to that in the Entitlement Program. However, monitoring visits by HUD Area Office staff are made to a percentage of Comprehensive grantees and performance is examined in priority areas (housing, benefit to low- and moderate-income persons, program progress, and citizen participation). The Area Office also monitors a percentage of all Single Purpose grantees and reviews at least one of the following areas: Compliance with applicable laws and regulations; progress in carrying out the program; or HAP performance. Fair Housing and Equal Opportunity staff in HUD Area Offices also monitor a percentage of Comprehensive and Single Purpose grantees to ensure conformance with applicable Civil Rights laws and equal opportunity requirements in one or more priority areas such as benefits to minorities, fair housing and contracts to minority businesses. In addition, written performance reports similar to, but less extensive than those used in the Entitlement Program are required of all Small Cities grantees. These Performance Assessment Reports are used to determine whether or not a grantee has performed adequately and has the continuing capacity to undertake an additional grant.

Secretary's Discretionary Fund. The Secretary's Discretionary Fund consists of eight programs which provide assistance to: (1) community development for Indian Tribes and Alaskan Natives; (2) technical assistance in planning, developing, and administering local CDBG and Urban Development Action Grant programs; (3) Federally recognized disasters; (4) innovative community development demonstration projects; (5) new communities; (6) community development for Insular areas; (7) areawide housing and community development projects; and (8) Community Development Block Grant inequities. Funds are allocated to these programs based upon policy decisions by the Secretary.

Overall management of the Secretary's Discretionary Fund rests with the Office of Policy Planning in Office of Community Planning and Development. Each of the Secretary's Discretionary Fund programs are briefly described below.

The Indian Tribes and Alaskan Native Villages CDBG program received the largest share of FY1980 Secretary's Discretionary Funds. This program funds eligible CDBG activities to any Indian Tribe, band, group, or nation, including Alaskan Indians, Aleut-s, and Eskimos and any Alaskan Native Village of the United States, which is considered an eligible recipient under the Indian Self-Determination and Education Assistance Act or under the State and Local Fiscal Assistance Act of 1972.

A separate set-aside within the Secretary's Discretionary Fund for Indian Tribes and Alaskan Native Villages was established in 1977 with the first round of funding in 1978. Prior to 1978, Indian Tribes competed for Small Cities funds. This approach was considered unresponsive to the special geographic, cultural, and legal situation of Indian reservations.

In FY 1980, all Indian programs were administered by four HUD Regional Offices of Indian programs, plus a Division of Indian Programs within the Oklahoma City and Anchorage Area Offices. HUD Central Office is responsible for program regulations, policy development, and the distribution of funds to the Field Offices. The Field Offices hold competitions for funding, award grants, and monitor the projects. In FY1981, the program will operate with a HUD field organization designed specifically to improve the delivery and administration of Indian Programs.

The Technical Assistance program is designed to transfer the knowledge and skills necessary for successful implementation of CDBG programs and objectives. Through the Technical Assistance program, cooperative-agreements, grants and inter-agency agreements are executed with third parties to provide technical assistance to eligible participants. Cooperative agreements account for approximately 90 percent of all funds and grants and inter-agency agreements the remaining 10 percent. States, units of general local government, Indian Tribes, and areawide organizations which can demonstrate the skill, experience, technique, and commitment to provide technical assistance in the administering, planning, and implementing of a Title I program are eligible for technical assistance grants and cooperative agreements. Universities, public interest groups, quasi-governments, profit and non-profit organizations, and individuals having the qualifications for providing technical assistance are also eligible for cooperative agreements.

The Technical Assistance program funds solicited and unsolicited proposals. Proposals are solicited in response to a competition or invitation initiated by the Office of Community Planning and Development. This program has funded projects to support the development of housing rehabilitation and commercial revitalization, energy conservation and production, capacity building in low income minority neighborhoods or small towns, and the promotion of public and private economic development.

The Community Development Disaster Assistance program provides funds to states, Indian Tribes, and local governments in meeting emergency community development needs for recovery from Presidentially-declared or Federally recognized disasters or emergencies (e.g., tornadoes, hurricanes, floods, earthquakes, and riots) for which funds are not available from any other source. As of October 1, 1980, 60 disaster stricken localities had been assisted by the program since 1975. Fifty-two of these communities were affected by damage caused by floods.

This grant program is monitored by the Area Offices but project selection and overall management and program direction is the responsibility of HUD Central Office. An applicant must submit an application to a HUD Area Office within 120 days of the disaster declaration. Final decisions on funding are made by Central Office with the recommendations of Area and Regional Offices.

Grant assistance is provided to states and local governments under the Innovative Grants program to demonstrate innovative community development activities or techniques. Solicited pre-applications are made in response to grant competitions announced in notices published in the Federal Register. Competition finalists are invited to submit full applications; Unsolicited proposals may be submitted to HUD for consideration, with highly regarded projects being invited to submit full applications.

Grant assistance under the New Communities program is provided to states, local governments, community associations established in new communities, or to private developers to fund activities which support a qualified new community development under the New Communities Act. Basic community development activities such as infrastructure development and community facilities may be funded as well as any of the other activities eligible under the basic CDBG program.

Applications for CDBG assistance are reviewed by the New Community Development Corporation (NCDC) and then submitted to the Office of Policy Planning. The Office of Policy Planning reviews these applications for compliance with Community Development Block Grant program regulations, environmental regulations, and the approved NCDC Title I Funding Plan. Priority consideration is given to projects and activities which benefit low- and moderate-income persons or which are necessary to maintain the economic viability of the new communities.

The Insular Areas CDBG program provides grant assistance for eligible CDBG activities to Guam, the Virgin Islands, American Samoa, and the Trust Territories of the Pacific Islands. The Housing and Community Development Amendments of 1979 included the Northern Mariana Islands as an eligible applicant.

All the eligible applicants are located in HUD Region IX (San Francisco) or II (New York). The Regional Office initially receives the allocation of funds for this program but then allocates the funds to the Area Office for distribution to the territories. The HUD Area Offices are also responsible for monitoring approved projects.

The Areawide Housing and Community Development program provides assistance to states or units of general local government for eligible community development activities relating to the coordinated delivery of resources to low income persons living in non-metropolitan rural areas and the implementation of Areawide Housing Opportunity Plans (AHOPS). In FY1980 grant assistance was provided to four states (California, Colorado, Illinois, and West Virginia) as part of a program to demonstrate the capacity of states to deliver HUD and United States Department of Agriculture (USDA) community development and housing resources to hard-to-reach rural areas. Areawide Housing Opportunity Plan Implementation grants have been awarded to facilitate the construction, rehabilitation, conversion, or acquisition of housing; for low- and moderate-income families and persons outside areas of lower income and minority concentration.

The CDBG Inequities program is designed to provide grant assistance to states and local governments to compensate for inequities resulting from the allocation formula of the CDBG program. However, no funds have been allocated for inequities assistance in FYs 1979 and 1980.

CDBG Funding Allocation Process. CDBG funds are allocated to the various programs in a multi-stage process. First, the Metropolitan Small City set-aside and the Categorical Program Financial Settlement Funds are allocated funds from the total CDBG appropriation. The amount of funds each receives is specified as a fixed sum in each CDBG appropriation. After these funds are distributed, three percent of the remaining funds is allocated to the Secretary's Discretionary Fund. Beginning in FY1981, this allocation will also be a fixed sum amount instead of a percentage of the total.

In the next step, the remaining funds are divided between Metropolitan areas (80 percent) and non-metropolitan areas (20 percent). The funds allocated to the metropolitan areas in this last stage are the source of formula determined grants which go to Entitlement Communities i.e., Metro Cities and Urban Counties. The funds allocated to the non-metropolitan areas in the last stage are combined with the funds previously allocated to the Metropolitan Small City Set-aside. This combined sum is allocated on a state-by-state basis using dual formulas similar to those in the Entitlement Program.' In each state, a share of the Small Cities funds is designated for the non-metro area of the state and another share for the metropolitan small cities. Funds are then awarded on a competitive basis to the metropolitan and non-metropolitan communities qualifying and applying for the Small Cities program.

Over the life of the program, there have been some minor alterations to the allocation process. Some of these changes are described in the following section which deals with the 1980 Congressional authorization and appropriation activities related to the CDBG program.

1980 LEGISLATIVE ACTIONS

In 1980 extensive Congressional hearings were held regarding the CDBG program. These hearings resulted in changes in funding allocation, program eligibility, national objectives, eligible activities, and other aspects of the program. This section describes those legislatively mandated changes.

1980 Funding Authorization and Allocation Actions. The Housing and Community Development Act of 1980 (hereafter referred to as the 1980 Amendments) reauthorized the Community Development Block Grant (CDBG) program for an additional three years and authorized appropriation of funds not to exceed \$3.81 billion, \$3.96 billion, and \$4.11 billion for FY1981, FY1982 and FY1983 respectively.² The 1980 Amendments also contained several provisions regarding the allocation of funds between the various program components and to individual grantees.

One program level provision in the 1980 Amendments affected the way the Secretary's Discretionary Fund (SDF) is allocated. Prior to these changes the SDF had received three percent of the total CDBG appropriation. The 1980 Amendments changed this to a fixed three-year authorization not to exceed \$104 million in FY1981 and FY1982 and \$107 million for FY1983.³

A 1980 Amendment made permanent the provision that if the total amount available under the Section 106 (dual formula) is insufficient to meet all entitlement funding requirements and funds are not otherwise available to meet the short-fall, the deficiency⁴ is to be made up through a pro-rata reduction in all Section 106 grants.

The Amendments also included clarification of fund reallocation priorities when funds are turned back by or withdrawn from a community. With respect to the reallocation of CDBG funds within SMSAs, the new law provides that preference be given to units of general local government in the same SMSA to which the funds were originally allocated, and next to communities in any other metropolitan area of the same state.⁵ According to the Conference Report, the preference was intended to provide direction to the Secretary only where applications from different SMSAs "have similar merit".⁶

In a fourth program level provision the Amendments continued the set-aside of CDBG funds for Non-Entitlement Metropolitan Communities (Small Cities) for FY1981 of \$275 million.⁷

The 1980 Amendments also contained two provisions concerning the allocation formula relating to individual communities in the entitlement component of the CDBG program. First, the new law excludes, through FY1983, all data derived from the 1980 census, except population and poverty, from use in connection with the allocation of CDBG funds. Second, it also prohibits any revision to the criteria for establishing a Standard Metropolitan Statistical Area (SMSA), or defining a central city of an SMSA, published after January 1, 1980, from being taken into account for purposes of Title I. However, any area or city which will newly qualify as an SMSA or a central city of an SMSA by reason of any such revision will be considered.⁸

According to the House Report, the age of housing, overcrowded housing, and housing stock data will not be taken into account because changed circumstances since the last census made it unclear whether these factors would continue to be reliable indicators of distress and community development need.⁹ The exclusion of all data, except population and poverty, was designed to preserve the status quo until these other data were analyzed and a decision made as to whether the CDBG allocation formula should be amended.

The House Report also indicates that the prohibition on revisions to the criteria for establishing an SMSA or defining a central city of an SMSA (with certain exceptions) was designed to provide an orderly transition for those recipients that no longer qualify for entitlement funding under the CDBG program as a result of SMSA or central city criteria revisions. The prohibition was also intended to mitigate the unpredictable effects on the CDBG allocation system which such changes might produce.

In addition, the 1980 Amendments also require the Secretary to submit a report to Congress with respect to the adequacy, effectiveness, and equity of the CDBG allocation formula not later than January 1, 1983.¹⁰ The study is to include specific analysis and recommendations concerning the manner in which the allocation formula is or could be affected by the data derived from the 1980 census.

Program Eligibility. Several eligibility and fund allocation changes were made in the Urban County Entitlement program through recent legislative changes. The Housing and Community Development Amendments of 1979 provided for the inclusion of the entire area of a unit of local government that is partly within and partly outside the Urban County in computing the Urban County grant. The Housing and Community Development Act of 1980 also

contained provisions for the three-year qualification of Urban Counties,¹¹ the notification of included units of government,¹² the joint application for funds by a county and metropolitan city,¹³ and the inclusion of independent cities in an Urban County program.¹⁴

National Objectives. The 1980 Amendments to the CDBG program contain several provisions which resulted in or modified objectives or eligible activities for the program. The most significant of these was a series of energy-related provisions. The new law recognizes that increasing energy costs have seriously undermined the quality and overall effectiveness of local community and housing development activities. It adds, as a requirement concerning the development and maintenance of viable urban communities, the necessity for concentrated action by Federal, state, and local governments to address the economic and social hardships borne by communities as a consequence of scarce fuel supplies." Additionally, the new law lists as a specific objective of the CDBG program the conservation of scarce energy resources, improvement of energy efficiency, and the provision of alternative and renewable energy sources.¹⁷

To address this added objective an applicant may include as part of its program summary, formulation, and description information regarding their energy conservation and renewable energy sources needs and objectives.¹⁸ Finally, the Amendments add a number of energy related activities to those eligible under the CDBG program.¹⁹

Activities; The 1980 Amendments also explicitly added to the list of eligible CDBG activities the renovation of closed school buildings for purposes of converting the buildings to eligible CDBG uses to the list of eligible CDBG activities.²⁰ These amendments also clarified that the acquisition, construction, reconstruction, or installation of parks, playgrounds, and recreational facilities established as a result of reclamation and other construction activities carried out in connection with a river and its adjacent land, where other assistance for these activities is unavailable is an eligible CDBG activity.²¹

Procedural. Two procedural provisions were also added in 1980. One was the requirement that communities seeking CDBG funding for economic development activities describe specifically in their applications the economic development activities they propose to fund.²² The second requires that the program formulation in the CDBG application process take into account the effect of community development activities on the involuntary displacement of low- and moderate-income persons, and that the Secretary continue the study of involuntary displacement and submit a report to Congress with recommendations on minimizing displacement and alleviating displacement-related problems.²³

1980 Appropriation Actions. The FY1980 Appropriation Act provided \$3.9 billion for the CDBG program.²⁴ However, the Supplemental Appropriations and Rescission Act of 1980²⁵ included a \$10.7 million rescission in the Secretary's Discretionary Fund, a \$85.1 million rescission in the Categorical Program Financial Settlement Fund, and a \$23.1 million rescission in the Entitlement Program. As a result, the final FY1980 CDBG program appropriation was \$3.78 billion.

The FY1981 Appropriation Act provided \$3.77 billion for the CDBG program.²⁶ However, the Appropriation Act also required HUD to reduce its total budget by two percent but directed that no reduction in any appropriation account, activity, or project exceed three percent.²⁷ The Department implemented an across-the-board two percent cut for each of the CDBG component programs resulting in a FY1981 CDBG funding of \$3,694,600,000.

The FY1981 Appropriation Act also required HUD to submit to the Committee on Appropriation of each House a schedule of anticipated outlays for each month of Fiscal Year 1981.²⁸ In addition, a quarterly report must be submitted showing actual outlays. If HUD determines that its total outlays during a fiscal year will vary by more than one percent from that projected in its original schedule it must submit a revised schedule to both appropriation committees. If not disapproved by both Committees on Appropriation with 15 legislative days after submission, HUD may implement the revised schedule. The quarterly reports are also to be submitted to the Congressional Budget Office for analysis and assessment.

1980 PROGRAM OPERATION

This section describes 1980 funding levels and significant program initiatives in the Entitlement Program, the Small Cities Program, and the Secretary's Discretionary Fund.

Entitlement Program. In FY1980, a total of \$2,272 million in entitlement grants was awarded to 549 Metropolitan Cities and \$450 million was granted to 84 Urban Counties. The funds granted represented a 2.8 percent and 9.2 percent increase respectively over FY1979 levels. See Table 1-1.

In addition to these approvals, 4 Metropolitan Cities withdrew rather than sign contracts that had been conditionally approved and two other Metro Cities had their grants reduced--one partially and one to zero. Twenty eligible cities and one eligible Urban County did not apply in FY 1980.

Small Cities Program. In the Small Cities Program 4,321 pre-applications were received and 2,060 applications were approved amounting to \$955,025,000 in FY1980. Table 1-2 indicates of the 2,060 approved applications (including prior multi-year commitments), 1,013 were for single purpose grants and 1,047 were for comprehensive grants. Municipalities were the overwhelming type of recipient.

Excluding prior multi-year commitments 1,437 of these grants, totalling \$608 million, were new in FY1980. See Table 1-3. The smallest communities (below 2,500 population) received the largest percentage of grants (29 percent) and the largest percentage of funds (25 percent) in Fiscal Year 1980.

TABLE 1-1
FY1980 ENTITLEMENT APPLICATION STATUS
(Dollars in Thousands)

	TOTAL NUMBER	AMOUNT	MEIRO NUMBER	CITIES AMOUNT	URBAN NUMBER	COUNTIES AMOUNT
Eligible Did Not Apply ¹	658	\$2,749,225	573	\$2,295,002	85	\$454,223
Approved Reduced to Zero/Partial Reduction ³	21	22,857	20	18,528	1	4,329
Approved	633	2,720,379	549	2,270,485	84	449,894
Withdraw	(2)	(283)	(2)	(283)	--	--
	4	5,706	4	5,706	--	--

¹ The FY1980 CDBG Entitlement funds which were not applied for were subject to rescission in the Supplemental Appropriations and Rescission Act, 1980. Of the 633 approved applications, 247 (39 percent) were approved with special conditions. 203 Metro Cities (37 percent) and 44 Urban Counties (52 percent) were conditioned.

³ Two of the approved applications had their entitlement amount reduced. One community had its application reduced to zero for failure to meet HAF goals and another community had its application partially reduced in repayment of ineligible program costs.

Four communities withdrew from the CDBG program by refusing to sign conditionally approved applications.

SOURCE: Compiled by Office of Evaluation from data provided by Data Systems and Statistics Division, Community Planning and Development, HUD.

TABLE 1-2
FY1980 SMALL CITIES APPROVALS FOR
SINGLE PURPOSE AND COMPREHENSIVE GRANTS BY TYPE OF GRANTEE

TYPE OF GRANTEE	TYPE OF GRANT		TOTAL
	SINGLE PURPOSE	COMPREHENSIVE	
Municipality	622	818	1,440
Township	163	115	278
County	192	92	284
Indian Reservations	1	-	1
State/Territory	4	-	4
Municipality/County	31	22	53
Total	1,013	1,047	2,060

SOURCE: Compiled by Office of Evaluation from data provided by Data System and Statistics Division, Community Planning and Development, HUD.

TABLE 1-3
SMALL CITIES FY1980 PROGRAM
GRANTS BY POPULATION SIZE*
(Dollars in Thousands)

<u>POPULATION</u>	<u>DOLLARS APPROVED</u>	<u>PERCENT OF TOTAL</u>	<u>NUMBER OF GRANTS</u>	<u>PERCENT OF GRANTS</u>
0 - 2,499	\$150,732	25%	418	29%
2,500 - 4,999	86,259	14	220	15
5,000 - 9,999	99,981	16	237	17
10,000 - 19,999	128,925	21	264	18
20,000 - 24,999	31,851	5	66	5
25,000 - 49,999	66,001	11	129	9
50,000 - 99,999	22,206	4	54	4
100,000 and over	22,671	4	49	3
TOTAL	\$608,634	100%	1,437	100%

*Does not include multi-year commitments.

SOURCE: Compiled by Office of Evaluation from data provided by Data System: and Statistics Division, Community Planning and Development, HUD.

Several steps to simplify the Small Cities Program have been enacted in recent years. The Housing and Community Development Amendments of 1979 authorized elimination of the three-year needs assessment and strategy statement in applications for Single Purpose Grants and regulations were subsequently issued to these ends.

In the 1980 Amendments the preparation of grantee performance reports in the Small Cities program was changed. The new law gives the Secretary discretion to require grantee reports, performance reviews, and program audits less frequently than each year.

A variety of technical assistance efforts closely related to the Small Cities program have been funded. These efforts have been directed toward assisting small communities: (1) to develop pre-applications; (2) to implement or complete a program; or (3) to increase local ability to support Block Grant activities with other available public and private resources.

In addition several recent program regulatory changes were implemented in the Small Cities program. In February 1981, regulations regarding the Small Cities Housing Assistance Plan (HAP) were published. These regulations which became effective March 27th, substantially simplified the HAP and were intended to improve its utility for both the grantees and HUD. In addition, a proposed regulation was published to make the Section 108 Loan Guarantee Program applicable for Small Cities multi-year grantees.

During Fiscal Year 1980, a Small Cities demonstration project was started. Kentucky and Wisconsin were selected to participate in a demonstration designed to substantially increase their participation in the awarding grants

under the Small Cities component of the Community Development Block Grant program. The objective of the demonstration is to determine whether increased state participation can increase targeting and coordination of Federal and State resources to communities with the greatest need, increase program responsiveness to State and local priorities and plans, and encourage greater commitment of state resources to housing and community development.

Secretary's Discretionary Fund. The Secretary's Discretionary Fund (SDF) has undergone funding reductions due to recent legislative actions. Prior to the Housing and Community Development Act of 1980, the Secretary's Discretionary Fund received three percent of the total funds appropriated. However, the 1980 Act authorized specific appropriation levels, starting with FY1981. Furthermore, in the Conference Report of the Housing and Community Development Amendments of 1979, HUD was directed to utilize \$10 million out of the Secretary's Discretionary Fund in 1980 to offset the effects of the increase in the metropolitan balances set-aside of \$275 million by shifting the \$10 million into the entitlement portion of the program.

In addition, FY1980 SDF funds were the subject of rescissions under the 1980 Supplemental Appropriations and Rescission Act. Rescissions in the Secretary's Discretionary Fund consisted of \$10 million from the Areawide Projects Program and \$0.7 million from Insular Areas CDBG funds. The following table presents the FY1979 and FY1980 distribution of appropriations for the eight program categories in the Secretary's Discretionary Fund.

TABLE 1-4 DISTRIBUTION OF APPROPRIATIONS FOR SECRETARY'S DISCRETIONARY FUND (Dollars in Thousands)		
ACTIVITY	FY 1979	FY 1980
Indian and Alaskan Natives CDBG	\$28,000	\$31,000
Technical Assistance	20,476	15,707
Disaster Assistance	15,233 ¹	15,862
Innovative Grants	1,754 ¹	11,363
New Communities	15,000	8,000 ²
Insular Areas CDBG	5,000	2,500 ²
Areawide Projects	2,500	618 ³
CDBG Inequities	- 0 -	- 0 - ⁴
Total	\$87,263	\$85,050
¹ Excludes \$14.3 million rescinded from 1979 Appropriations. ² Excludes \$0.7 million rescinded from 1980 Appropriations. ³ Excludes \$10 million rescinded from 1980 Appropriations. ⁴ Reflects intent of the Joint Committee of Conference on the Housing and Community Development Amendments of 1979 that \$10 million be shifted to basic portion of the Entitlement Program.		

In 1980 the Indian and Alaskan Natives CDBG Program received \$31 million and constituted the largest program allocation (37 percent) from the Secretary's

Fund. The Disaster Assistance Fund and the Technical Assistance Program received the second and third largest sums, \$15.9 million and \$15.4 million respectively.

FY1980 funding for the Innovative Grant Program was \$11.363 million. The 1980 innovative grants competition combined \$10 million of HUD funds with \$1 million from the Department of Energy to promote local initiatives for energy conservation. Selected projects were intended to assist low and moderate income persons and small and minority businesses develop cost-effective energy conservation projects. Local energy projects involving a variety of organizational and financing techniques and the technology (e.g., geothermal, hydrothermal, passive solar, biomass and alcohol) production were funded.

Funding for New Communities has been decreasing since 1976. 1980 funding was \$8 million, an almost 50 percent reduction from 1979. This reflected a Secretarial decision to fund only viable new communities and to take steps to acquire and dispose of new communities that were determined to be no longer viable. In 1979 and 1980, funds were allocated to seven projects.

Funding for the Insular Areas CDBG Program declined from \$5 million in FY1979 to \$2.5 million in FY1980. Approximately \$1.8 million of the difference was reprogrammed and \$0.7 million was subject to a rescission.

The funding of Areawide Projects has decreased from \$12 million in 1978 to \$0.6 million in 1980. In FY1978, the AHOP Implementation Grants program was biennially funded at a higher level. The program was reduced by \$10 million as a result of the Supplemental Appropriations and Rescission Act of 1980.

A number of program regulations were issued in FY1980 which affected programs funded by the Secretary's Discretionary Fund. In the Disaster Assistance Program, proposed new regulations were designed to improve program effectiveness by favoring activities that will avert or lessen the recurring threat of disasters; require closer coordination with Federal and local disaster assistance programs; encourage cost effective ultimate solutions; simplify the application procedure; and implement Executive Orders 11988 on floodplain management and 1190 on protection of the wetlands.

The Technical Assistance program has provided support for the establishment of the Community Revitalization Training Center and the Rehabilitation Advisory Service. The technical assistance program has also provided support for housing rehabilitation and commercial revitalization by local non-profit neighborhood groups; and has established a program to train local lending institutions through the Comptroller of the Currency in underwriting loans for community revitalization activities.

The Technical Assistance program is also beginning to fund projects concerning community energy conservation and production; awarding contracts to encourage public/private investments in cities, promote neighborhood economic development, to provide assistance to minority developers and contractors; and to encourage states to support local governments in community development and revitalization activities through State Community Affairs Departments.

In addition, HUD published a request for comments on the Indian program in an effort to further align the program with the needs of the applicants.

Proposed regulation changes based on comments received are scheduled to be published in 1981.

In summary, a variety of significant statutory, regulatory, administrative, and operating changes were made in the CDBG program in 1980.

FOOTNOTES

- 1 The major difference in the Small Cities formula and the Entitlement formula is that in the 1977 formula Small Cities population is substituted for growth lag.
- 2 Housing and Community Development Act of 1980, Pub. L. 96-399, 94 Stat. 1614, Section 106(a) (1980).
- 3 Ibid., Section 107.
- 4 Ibid., Section 102.
Ibid., Section 112.
H.R. Rep. No. 96-1420, 96th Cong., 2d Sess. 77 (1980).
- 7 Housing and Community Development Act of 1980, Pub.L. 96-399, 94 Stat. 1614, Section 106(b)(1980).
Ibid., Section 101(a).
- 9 H.R. Rep. No. 96-979, 96th Cong., 2nd Sess. 8-9 (1980).
- 10 Housing and Community Development Act of 1980, Pub.L. 96-399, 94 Stat. 1614, Section 113 (1980).
- 11 Ibid., Section 101(b). The 1980 law provides for the three-year qualification of Urban Counties with respect to Urban County program years beginning with the program year in which grants are made to Urban Counties from Fiscal year 1982 appropriations. Any unit of general local government which is included in the Urban County is not otherwise eligible as a separate entity for a grant under Section 106 of the Housing and Community Development Act of 1974, unless the Urban County's application is disapproved or withdrawn prior to or during the three-year period. During the three year period, any unit of general local government which is not included in the Urban County for the first years is not-eligible for inclusion in the second or third years. According to the Senate Report (S. Rep. No. 96-736, 96th Cong., 2nd Sess. 5 (1980)) the purpose of this section is to eliminate the administrative burden which annual renegotiation between cities and Urban Counties places on both. With a three-year commitment, it is anticipated that Urban Counties should be able to plan and implement the three year community development strategies which will meet the needs of their residents;
- 12 Ibid., Section 101(c). The new law conforms the existing requirements concerning notification by Urban Counties to include units of government of their opportunity to be excluded for the county for the above three-year Urban County qualification period.

Such notification to units of general government is to be provided at such a time and manner specified by the Secretary so as to allow a reasonable period of time for response.

- 13 Ibid., Section 101(d). The 1980 Amendments also provide that when a Metropolitan City is located in whole or in part within an Urban County, the Secretary--upon the joint request from a city and county, to approve the inclusion of the city as part of the county for purposes of planning and implementing a joint community development program meeting the application requirements of Section 104 of the Housing and Community Development Act of 1974.
- 14 Ibid., Section 103. For purposes of determining Urban County entitlement amounts, the new law provides for the inclusion of the demography of any independent city (as defined by the Census Bureau) which: (1) is not part of any county; (2) is not eligible for an Entitlement grant; (3) is contiguous to the Urban County; (4) has entered into cooperation agreements with the Urban County which provide that the Urban County is to undertake or to assist in the undertaking of essential community development and housing assistance activities with respect to the independent city; and (5) is not included as part of any other unit of general local government for purposes of Section 106 of the Housing and Community Development Act of 1974. The new law further states that any independent city whose demography is so included is not eligible for a discretionary Block Grant from the Small Cities program.
- 15 Housing and Community Development Act of 1980, Pub.L. 96-399, 94 Stat. 1614, Section 104(a) (1980).
- 16 Ibid., Section 104(a).
- 17 Ibid., Section 104(a).
- 18 Ibid., Section 104(b).
- 19 Ibid., Section 104(c). The following energy related activities are made eligible for CDBG program funding:

Design features and improvements that promote energy efficiency related to public works, neighborhood facilities, utilities and other facilities as specified in existing law. For example,

--Power generation and distribution facilities using renewable resource energy systems.

--Solid waste recycling or conversion facilities.

--Rehabilitation of buildings and improvements which promote energy conservation.

--Energy conservation as an eligible public service activity.

--Grants made to neighborhood-based, nonprofit organizations, local development corporations or entities organized under the Small Business Investment Act of 1958 to be used to carry out community energy conservation projects.

The 1980 Amendments also include as an additional eligible activity, those activities necessary to the development of a comprehensive, community-wide energy use strategy, which may include items such as:

--a description of energy use and projected demand by sector, fuel type and geographic area;

--an analysis of the options available to the community to conserve scarce fuels and encourage use of renewable energy resources;

--an analysis of the manner in, and extent to which the community's neighborhood revitalization, housing and economic development strategies will support its energy conservation strategy;

sector, including the enactment and enforcement of local codes and ordinances to encourage or mandate energy resources, financial and other assistance to be provided (principally for the benefit of low- and moderate-income persons) to make energy conserving improvements to residential structures and any other proposed energy conservation activities

--identification of the local government unit responsible for administering the energy use strategy;

--provision of a schedule for implementation of each element in the strategy; and

--a projection of the savings in scarce fossil fuel consumption and the development and use of renewable energy resources that will result from implementation of the energy use strategy.

20 Ibid., Section 104(d).

21 Ibid., Section 104(c)2.

22 Ibid. Section 104(c)4 and 5.

- 23 Housing and Community Development Act of 1980, Pub.L. 96-399, 94 Stat. 1614, Section 105(b) (1980) The displacement report was originally to be submitted to Congress no later than March 31. However, HUD requested an extension and the report is now scheduled to be delivered to Congress on June 30, 1981.
- 24 Department of Housing and Urban Development - Independent Agencies Appropriation Act - 1980, Pub.L. 96-103, 93 Stat. 771 (1979).
- 25 Supplemental Appropriations and Rescission Act of 1980, Pub.L. 96-304, 94 Stat. 857 (1980).
- 26 Department of Housing and Urban Development - Independent Agencies Appropriation Act - 1981, Pub.L. 96-526, 94 Stat. 3044 (1980).
- 27 Department of Housing and Urban Development - Independent Agencies Appropriation Act - 1980, Pub.L. 96-526, 94 Stat. 3044, (1979). Title IV, Section 411.
- 28 ~~HUDA~~, Title IV, Section 417.

CHAPTER 2: PATTERNS OF FUNDING

OVERVIEW

This chapter describes patterns and trends in Community Development Block Grant funding. It discusses program appropriations, distribution of funds, obligations, disbursements, and the size and number of grants; and traces their development over the life of the program. Aggregate CDBG budgetary and accounting data were employed for this analysis.

The Community Development Block Grant program has been supported by seven annual Congressional appropriations since the initial passage of the Housing and Community Development Act of 1974. As the program got underway there were significant funding increases averaging 14 percent per year from 1975 to 1977. For the next three years, annual funding stabilized at \$3.6 to 3.7 billion with only slight yearly increases. The 1981 appropriation marked the first actual decrease in yearly funding. However, the value of the appropriations, expressed in constant dollars, has declined yearly since 1978, resulting in 1981 funding being \$60 million lower in real terms than the 1975 appropriation.

The Housing and Community Development Act, as amended, specified the relative funding shares among the four CDBG programs (Entitlement, Small Cities, Secretary's Fund, and Financial Settlements). The principal shift in funding distribution among the programs has resulted directly from the implementation of the Hold Harmless provisions of the Act. As a consequence of that shift, the Entitlement fraction of the Block Grant has declined relative to the Small Cities portion.

The number of Metro Cities and Urban Counties receiving Block Grant entitlements has increased gradually as communities became eligible. The Small Cities program is entirely discretionary. Consequently, the number of participants has varied somewhat from one year to the next, as some communities enter the program and others complete grants.

Among Entitlement Communities, expenditure rates have accelerated no matter what measure is used. The cumulative drawdown rate for all entitlement grantees increased from 42 percent in FY1977 to 68 percent in FY1980. In FY1977 communities expended 64 percent of their yearly entitlement in that year; by FY1980, they were expending funds at a rate greater than their annual entitlement--103 percent.

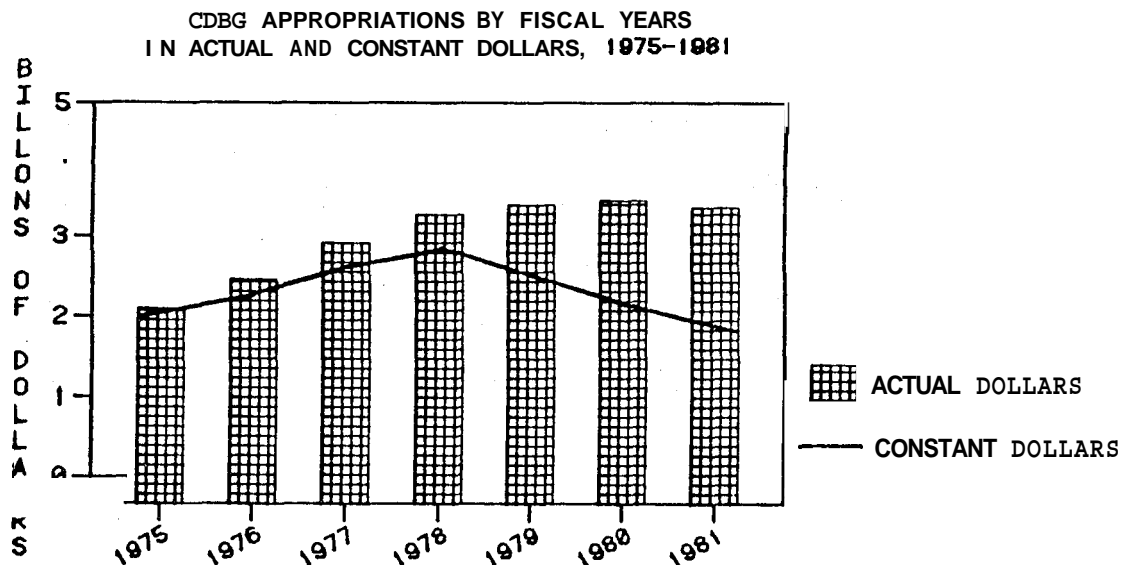
This chapter is divided into two parts. The first part provides an overview of Congressional appropriations for the CDBG Program and a description of the distribution, obligation, and disbursement of CDBG funds. The second part describes characteristics of CDBG grants and grantees and discusses the trends in the distribution of grants among grantees.

CDBG APPROPRIATIONS.

Actual Funding Levels. Congressional appropriations' under Title I of the Housing and Community Development Act of 1974, as amended, constitute the source of funds for the Community Development Block Grant (CDBG) Program. In the seven years between 1975 and 1981, Congress appropriated more than \$23.3 billion for the CDBG Program.

CDBG appropriations for FY1980 were, as in all prior fiscal years, higher than the previous year's funding level. However, the increase from FY1979 was modest, 1.6 percent, and reflected the recent pattern of smaller annual increases in appropriations. See Figure 2-1. To illustrate, the CDBG appropriation for FY1977 was 34 percent higher than the FY1975 appropriation, but the FY1980 appropriation was only 5 percent higher than the FY1977 appropriation. In FY1981, for the first time in the program's history, the CDBG appropriation was less than the previous year's appropriation.

FIGURE 2-1

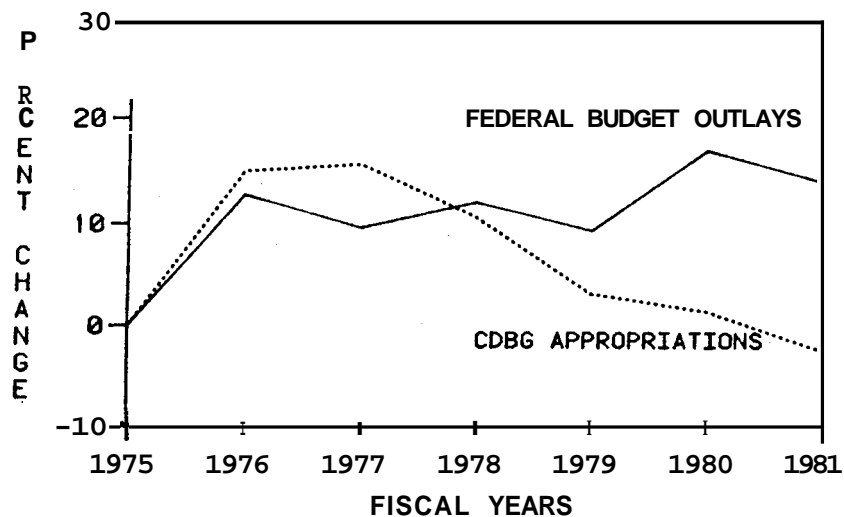


Constant Dollar Funding Levels. Even though appropriations increased every year until 1981, in real terms the value of the grants has declined. Figure 2-1 illustrates the impact of inflation on funding. When inflation is controlled by utilizing the GNP Implicit Price Deflator, it is evident that CDBG appropriations in recent years have not kept pace with inflation. Since the FY1978 appropriation, the actual buying power of the CDBG appropriation measured in constant 1975 dollars has declined. In FY1981, grantees as a whole were receiving approximately the same amount of funds in real terms as they were in the first year of the program.

CDBG Funding as a Share of the Federal Budget: A comparison of annual changes in CDBG appropriations and annual federal budget outlays indicates that in recent years CDBG appropriations have increased at a slower rate than the total federal budget. Figure 2-2 illustrates that for the first two years of the CDBG program its annual appropriations grew faster than the rate of growth for the federal budget as a whole, but for the next four years the appropriations grew at a slower annual rate than federal budget growth. As a result, in 1977, Community Development Block Grant funding, comprised 0.81 percent of total federal outlays, but by 1981 it made up 0.56 percent.

FIGURE 2-2

**CHANGE IN FEDERAL BUDGET OUTLAYS
AND THE CDBG APPROPRIATIONS, 1975-1981**



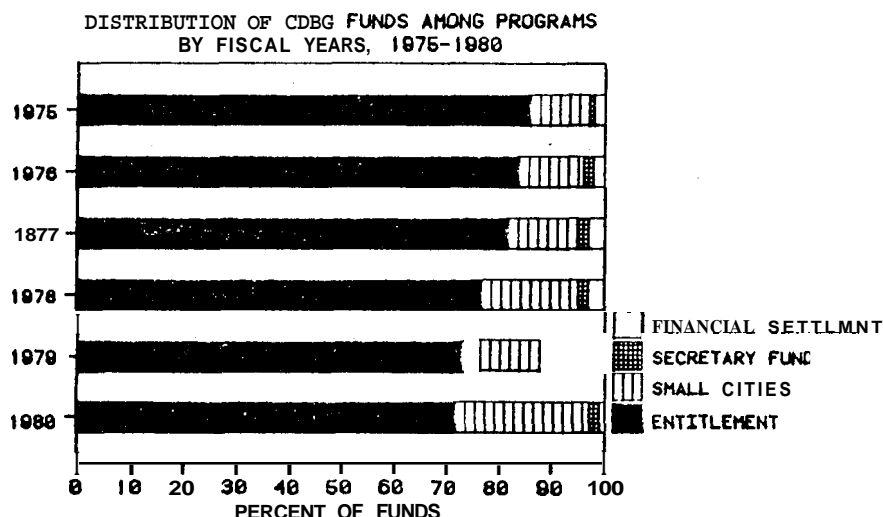
DISTRIBUTION OF APPROPRIATIONS

Block Grant funds are allocated to grantees in a two stage, process.² The first stage, the program level, distributes CDBG funds among the major CDBG programs--the Entitlement Program, Small Cities Program, the Secretary's Fund, and the Financial Settlement Fund. The second stage allocates funds to individual communities within each program. This section of the chapter focuses on the first stage, the program level. The next section discusses funding to individual communities and explains the process by which these funds are allocated and the distribution patterns they follow.

Distribution of Appropriations by Program Category. In the CDBG allocation process, appropriated funds are set aside for the Secretary's Fund, the Financial Settlement Fund (if necessary) and small metropolitan cities (those with populations under 50,000 that fall within SMSAs). Eighty percent of the remainder is then distributed by formula among the entitlement jurisdictions. The remaining 20 percent of the Block Grant appropriation is used for discretionary grants to small non-metropolitan governments, that is, cities with less than 50,000 persons that are not located in SMSAs.

Most CDBG funds are allotted to the Entitlement program. . About 78 percent of all Block Grant monies available between FY1975 and FY1980 (Figure 2-3) was earmarked for entitlement grants. See Figure 2-3. Sixty percent of all funds in the six year period went to entitled Metropolitan Cities, 10 percent to entitled Urban Counties, and 8 percent to entitled Hold Harmless Communities.

FIGURE 2-3



The distribution of funds among the various program categories has shifted somewhat since the program was initiated. The proportion of total funds allotted to Metropolitan Cities has remained relatively constant over the life of the program. The amount distributed to Urban Counties has tripled as a proportion of the total appropriation, from 4 percent in FY1975 to 12 percent in FY1980. Hold Harmless Communities, as mandated by Congress, have now been phased out of the Entitlement program. In the first year, Hold Harmless allotments comprised 18 percent of the CDBG appropriation; by FY1979, the Hold Harmless amount was 3 percent. In FY1980, these communities received no entitlement grants. As a result, they either were allocated money out of one of the discretionary funds, or they received no new monies at all.

As the Hold Harmless component has decreased in magnitude, the Small Cities program has increased. The amount going to the Small Cities component has grown steadily, from 11 percent in the first year to 25 percent of the total FY1980 appropriation. This increase stems from the phase-out of Hold Harmless grants, since some funds not used for Hold Harmless Communities are channelled into the Small Cities program.

Both the Secretary's Fund and the Financial Settlement Fund have remained small elements of the Block Grant program. Over the life of the program, each has been allotted about 2 percent of the program, and both funds have changed only slightly in magnitude since FY1975.

Distribution of Appropriations by Region. There is some variation in the amount of CDBG funds distributed to the various HUD Regions, and there has been some change in the distribution of funds over time. Table 2-1 indicates the percentage distribution of CDBG funds by HUD Region for selected fiscal years. Two HUD Regions (Boston and Philadelphia) underwent a small decline in their relative shares of Community Development funds between 1975 and 1980, while three Regions (New York, Chicago, and San Francisco) increased their relative shares of funds. Other HUD Regions had negligible gains or losses in their relative shares of CDBG funds between 1975 and 1980.

TABLE 2-1
PERCENTAGE DISTRIBUTION OF CDBG FUNDS
BY HUD REGION FOR SELECTED YEARS

REGION	FISCAL YEAR		
	1975	1978	1980
I (Boston)	9.0%	7.1%	5.4%
II (New York)	14.8%	17.6%	17.8%
III (Philadelphia)	14.0%	12.7%	11.7%
IV (Atlanta)	15.3%	13.7%	14.3%
V (Chicago)	17.7%	19.5%	20.1%
VI (Fort Worth)	10.0%	9.6%	9.8%
VII (Kansas City)	5.2%	4.7%	4.7%
VIII (Denver)	2.4%	2.1%	2.2%
IX (San Francisco)	9.3%	10.5%	11.0%
X (Seattle)	2.3%	2.5%	2.6%

CDBG OBLIGATIONS

Over 99 percent of the CDBG funds appropriated by Congress have been obligated³ by HUD to individual grantees. Grantees who are recipients of CDBG obligated funds are then authorized to begin implementing projects which will require the actual disbursement of CDBG funds.

Table 2-2 provides percentages of appropriated funds obligated by HUD to individual grantees. As of December 31, 1980, 99.5 percent of all appropriated CDBG monies had been obligated. All of the program components except the Secretary's Fund had obligated well over 99 percent of both their FY1980 and their six-year total appropriations. Since the Secretary's Fund acts as a ready reserve for emergencies and specially designated projects and is not allocated in advance, there is slower obligation of these funds.

TABLE 2-2
OBLIGATED CDBG FUNDS AS A PERCENT OF AVAILABLE FUNDS
BY PROGRAM AND FISCAL YEAR
AS OF DECEMBER 31, 1980

PROGRAM	FISCAL YEAR					
	1975-1976 ¹	1977	1978	1979	1980	Cumulative
Entitlement	100 0%	100 0%	100 0%	99 9%	99 7%	99 5%
Small Cities	99 9%	99 7%	100 0%	99 4%	99 5%	99 8%
Secretary's Fund	99 6%	100 0%	96 0%	88 5%	77 8%	94 7%
Financial Settlement	100 0%	100 0%	100 0%	99 9%	100 0%	99 9%
Total	99 9%	99 9%	99 9%	99 6%	99 2%	99 5%

Source U.S. Department of Housing and Urban Development Community Planning and Development, Office of Management Budget Division

CDBG EXPENDITURES

Overall Expenditure Rates. Disbursements or expenditures are payments actually made by the U.S. Department of Treasury for products, services, or for other purposes—. The disbursement rate (commonly referred to as the expenditure rate since Treasury disbursements are made when grantees expend funds) is equal to disbursements made by Treasury divided by obligations to grantees. The U.S. Treasury has disbursed a total of \$14.3 billion of CDBG funds as of December 31, 1980. This represents 74 percent of all funds assigned to grantee accounts by HUD and 73 percent of total funds obligated to programs. See Table 2-3. The overall expenditure rate as of December 31, 1979 was 99 percent of FY 1975-1976 funds, 98 percent of FY1977 funds, 94 percent of FY1978 funds, 58 percent of FY1979 funds, and 10 percent of FY1980 funds. Disbursements in each succeeding fiscal year are lower for the Entitlement Program and the Small Cities program because grantees draw down funds from one year's account before drawing funds from any subsequent year's accounts.

TABLE 2-3
DISBURSEMENT RATE OF CDBG FUNDS BY PROGRAM
AND FISCAL YEAR AS OF DECEMBER 31,1980

PROGRAM	FISCAL YEAR					
	1975.1976	1977	1978	1979	1980	Cumulative
Entitlement						
Total	99.6%	99.4%	95.9%	56.2%	7.2%	74.7%
Metro	99.6%	99.4% ^b	96.6%	56.5%	7.2%	73.4%
Non-Metro	99.6%	98.8%	84.8%	48.1%	—	93.2%
Small Cities						
Total	99.5%	97.2%	92.2%	67.0%	15.2%	66.7%
Metro	99.3%	97.3%	90.0%	62.9%	14.3%	64.2%
Non-Metro	99.6%	97.2%	93.1%	68.7%	15.5%	67.7%
Secretary's Fund	92.5%	84.3%	69.1%	47.7%	18.8%	60.3%
Financial Settlement	96.0%	82.0%	68.0%	34.0%	100%	71.3%

Program Category Expenditure Rates.⁴ There is variation in expenditure rates among CDBG program categories. As of December 31, 1980 cumulative expenditure rates for program categories were: 74.4 percent for Entitlement Communities; 66.7 percent for Small Cities; 60.3 percent for the Secretary's Fund; and 71.3 percent for Financial Settlement Fund.

This variation in expenditure rates is due, at least in part, to inherent program differences. The Financial Settlement Fund is allocated a very small portion of the CDBG funds, but its overall spending rate is relatively high because grants of this type are preconditioned funds to be drawn down by a

Expenditure rates in the Small Cities program reflect the complexity of the application process and the discretionary nature of the program. Small Cities must go through a two stage process involving both preapplications and full applications. Applications for Small Cities funds for a given fiscal year are usually not approved until well into that fiscal year. Consequently, expenditure rate data based on Federal fiscal years seriously overstate the amount of time Small Cities have actually had to spend their grants. Moreover, the discretionary nature of the Small Cities program has meant that about half of the recipients each year have been communities without significant prior experience in community development programs. Therefore, there are always a number of communities undergoing a learning process of implementing community development programs.

However, Small Cities grantees made significant progress in spending over the last two years. In the last quarter of 1978, grantees drew \$96.6 million from their accounts; and in the fourth quarter of 1980 they drew \$320.5 million, an amount three times greater.

Characteristics of the Entitlement program and its accounting method also make it deceptive to rely on Federal fiscal year expenditure data to analyze Entitlement program expenditure patterns. First, a grantee in the Entitlement program is permitted to select any 12 month time period for its program year, and this program year does not have to correspond with the Federal fiscal year. As a result, some grantees begin their program years in January while others begin theirs in October. Federal fiscal year expenditure rates, therefore, measure the amount of spending at widely varying points in the program year cycle of various grantees. Secondly, the Entitlement program uses a FIFO (first-in, first-out) accounting method which requires entitlement jurisdictions to drawdown all funds from a given appropriation prior to drawing down funds from subsequent appropriations. This procedure distorts the manner in which localities have spent Block Grant monies because it portrays grantees as being very capable of spending early year funding and correspondingly ineffectual in spending more recent grants. However, an examination of Federal fiscal year expenditure data indicates that expenditure rates for the Entitlement Communities have significantly accelerated in recent years. See Table 2-4.

The cumulative expenditure rate, which indicates the percentage of total entitlement funds expended at the end of each Federal fiscal year, shows a clear trend: Slow spending in the early years of the program followed by accelerated expenditure of funds in later years. The cumulative expenditure rates for the Entitlement program were 28 percent at the end of FY1976, 42 percent at the end of FY1977, 50 percent at the end of FY1978, 59 percent at the end of FY1979, and 68 percent at the end of FY1980.

TABLE 2-4
CUMULATIVE AND ANNUAL DRAWDOWN RATES
OF CDBG ENTITLEMENT COMMUNITIES
(Dollars in Millions)

FISCAL YEAR	DRAWDOWN			
	Amount of Drawdown	Amount of Assignment	Annual Drawdown Rate	Cumulative Drawdown Rate
1975	\$31	\$1836	2%	2%
1976 ¹	\$1078	\$2088	52%	28%
1977	\$1550	\$2405	64%	42%
1978	\$1833	\$2619	70%	50%
1979	\$2368	52675	90%	59%
1980	\$2802	52733	103%	68%

¹This Fiscal Year includes the transition quarter, therefore it represents a fifteen month period

Source: U.S. Department of Housing and Urban Development, Office of Finance and Accounting

The annual expenditure rate (all CDBG funds spent in a fiscal year divided by funds obligated in that year), which measures a community's progress over one year, also has increased significantly for Entitlement Communities. In 1977, Entitlement Communities were spending funds at a rate of 64 percent of their current grant. In 1980, this figure was 103 percent of their grant. In other words, Entitlement Communities were, on average, spending more funds in 1980 than they received in that year.

Since CDBG expenditure rates are an important program issue, Chapter 5 Section 1 describes CDBG expenditure rates and patterns in detail.

CHARACTERISTICS OF CDBG GRANTS AND GRANTEEES

Number of Grants Awarded. The total number of grants awarded annually under the CDBG program has remained fairly constant. In FY1975, 3,259 grants were awarded; and, in FY1979, 3,377 grants were approved. In 1980, when Hold Harmless Communities were phased out, there was a sizeable drop in the number of grants from 3,377 to 2,904 grants. See Table 2-5.

The other two entitlement categories, Metropolitan Cities and Urban Counties, have displayed small increases since the inception of the program. Grants to Metropolitan Entitlement Cities increased from 508 in FY1975 to 550 in FY1980 and Urban County grants increased from 73 in FY1975 to 84 in FY1980.

TABLE 2-5
NUMBER OF CDBG APPROVED GRANTS BY PROGRAM
AND FISCAL YEAR

PROGRAM	FISCAL YEAR					
	1975	1976	1977	1978	1979	1980
Entitlement						
Total	1321	1312	1313	1304	1295	633
Metro cities	508	508	519	541	545	545
Urban counties	73	75	78	81	84	84
Hold harmless	740	729	716	682	666	0
Small Cities						
Total	1831	1979	2025	1603	1856	2065
Metro	645	697	681	515	591	619
Non-Metro	1186	1282	1344	1088	1265	1446
Secretary's Fund	44	86	50	309	190	203
Financial Settlement	63	77	43	35	36	2
Total	3259	3456	3431	3251	3311	2903

Source: U.S. Department of Housing and Urban Development, Office of Finance and Accounting, and Community Planning and Development, Office of Management, Data Systems and Statistics Division.

The number of approved grants in the Small Cities program has fluctuated between 1600 and 2100 each year. Small communities enter and drop out of this program as particular grants are awarded or expire. In addition, as some funds previously allocated to Hold Harmless Cities have been shifted into the Small Cities component, the funds available in the Small Cities program have increased.

The number of grants distributed through the Secretary's Fund has also varied considerably from year to year. The Secretary's Fund includes a variety of programs directed at specified communities (e.g., New Communities, Land-based Indian Tribes, and Alaska Native Villages) and functions (e.g., technical assistance, disaster relief, areawide programs). From FY1978 on, small grants to individual Indian Tribes and to Alaskan Native Villages constituted the bulk of the grants approved from this source and also accounted for most of the yearly variation in number of grants.

The Financial Settlement Fund was established to assist communities in the financial settlement and completion of projects and programs assisted under the categorical programs that were terminated with the advent of the CDBG program. Consequently, as the number of such commitments has declined, so have the number of Financial Settlement grants; In addition, the Financial Settlement Fund underwent an \$88 million rescission in the past year. Only two grants were given out in FY1980, both for settlement of urban renewal projects.

Average Grant Size. In FY1980, the average entitlement grant to Metropolitan Cities was about \$4.1 million and to Urban Counties about \$5.4 million. See Table 2-6. The combined average was \$4.3 million. However, in this case, a

few very large grants distorted the "average" grant size. Only 136 of the 634 entitlement grantees in FY1980 actually received a grant larger than the average. Of those, two had annual entitlements larger than \$100 million; three received annual entitlements of \$50 to \$100 million; 8 received \$25 to \$50 million; 34 received \$10-\$25 million; and 89 received at least the average grant amount but less than \$10 million. The effect of the large grants upon the average is significant. For example, if New York, which received \$250,000,000 in 1980, is omitted from the calculations, the average falls by approximately \$500,000. Under these circumstances, the median offers a necessary counterweight to mean grant size. In FY1980, the median entitlement grant was \$1,885,000.

TABLE 2-6
AVERAGE CDBG GRANT BY PROGRAM
IN ACTUAL AND CONSTANT DOLLARS'
(Dollars in Thousands)

PROGRAM	FISCAL YEAR					
	1975	1976	1977	1978	1979	1980
Entitlement						
Actual	\$1587	\$1793	\$2026	\$2135	\$2108	\$4293
Constant	\$1587	\$1704	\$1819	\$1787	\$1627	\$2757
Small Cities						
Actual	\$141	\$174	\$216	\$392	\$433	\$463
Constant	\$141	\$165	\$194	\$328	\$334	\$297
Secretary's Fund						
Actual	\$614	\$570	\$1000	\$346	\$518	\$419
Constant	\$614	\$542	\$898	\$290	\$400	\$269
Financial Settlement						
Actual	\$794	\$649	\$2326	\$2857	\$2778	\$7500
Constant	\$794	\$617	\$2088	\$2391	\$2144	\$4808

The amount in constant dollars is calculated from the GNP Deflator using 1975 dollars as the base amount

Source 1981 Economic Report of the President, GNP Implicit Price Deflator, Table B.3

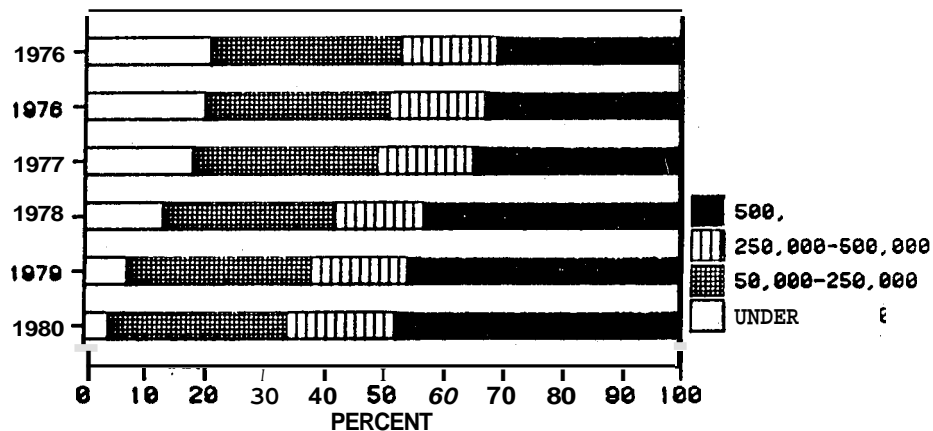
Size of Grantees. Distribution of all CDBG program grant money by grantee size followed a U-shaped curve in 1980, with the largest and smallest grantee categories receiving most of the funding. Recipients with populations over 500,000 received 35 percent of all Block Grant dollars. Grantees with populations less than 50,000 people received 29 percent of all dollars. Three other population categories, 50,000 to 100,000, 100,000 to 250,000, and 250,000 to 500,000 each were allotted between 11 and 13 percent of the CDBG funds.

Recent trends indicate that a larger portion of total CDBG funding has been going toward the largest grantees. For the first three years of the program, just over a quarter of the funds went to Jurisdictions with populations over 500,000. For the last three years, the same group received over one-third of total CDBG funding.

In the Entitlement program a significant shifting of funds between communities of varying sizes has occurred since the program was implemented. As the phasedown and phaseout provisions of the 1974 Act have taken effect, the proportion of entitlement funds going to communities of less than 50,000 persons, as was intended, has dwindled from 21 percent of all entitlement funds in the first fiscal year to four percent in the last. (Figure 2-4) The largest CDBG Entitlement Communities, those with populations over 500,000, have apparently been the primary beneficiaries of the phase-in and the dual formula provisions. On the other hand, the proportion of entitlement dollars allotted to communities with populations between 50,000 and 500,000 has remained constant over the life of the program.

FIGURE 2-4

DISTRIBUTION OF CDBG ENTITLEMENT FUNDS
BY GRANTEE POPULATION AND FISCAL YEAR

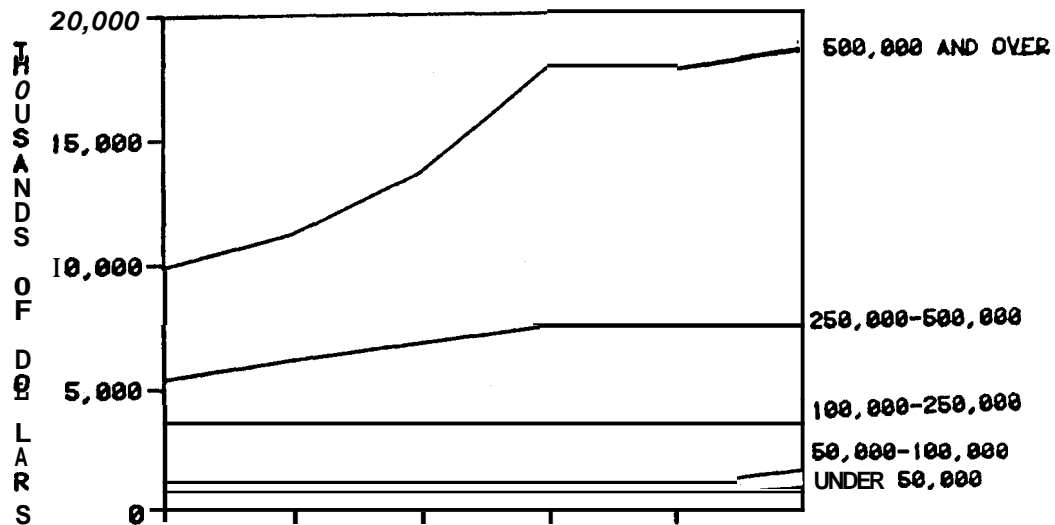


The actual proportion of entitlement funds going to the largest grantees climbed from 31 percent to 48 percent from 1975 to 1980. The acceleration of this growth after the institution of the second formula in 1977 suggests that the formula, and particularly its emphasis on older housing and population decline, contributed to this result.

Since the number of very large CDBG grantees has remained constant, the average grant received by each of these recipients has increased significantly while the average entitlement grant for grantees with smaller populations remained nearly constant or actually declined in some years.

FIGURE 2-5

AVERAGE CDBG ENTITLEMENT GRANT
BY GRANTEE POPULATION, 1975-1980



The above discussion detailed the amount of funds available to communities through the Community Development Block Grant Program. The next chapter will discuss how grantees applied those funds toward meeting national objectives and local community development needs.

FOOTNOTES

- 1 Appropriations are acts of Congress which allow Federal agencies to incur obligations and authorize the Treasury Department to make payments for specified purposes.
- 2 Funds are allocated among individual units of government. The method of allocation varies by program category and is discussed later in this chapter.
- 3 Obligations are contracts, purchase orders, or any other binding commitments made by Federal agencies ultimately to pay out money for products, services, or for other purpose.
- 4 Chapter 5- Section 1 will analyze expenditure rates in the Block Grant program, and especially the Entitlement portion of that program, in much greater detail.
- 5 Urban Counties must have at least a population of 200,000 outside of jurisdictions receiving entitlement grants to qualify for entitlement status. On the other hand, any community with a population of 50,000 or more is automatically eligible for metropolitan city status. It, therefore, is not surprising that the Urban County figure is higher.

CHAPTER 3: CDBG TRENDS AND PATTERNS:
FUNDING OBJECTIVES, ACTIVITIES, AND PURPOSES

OVERVIEW

The purpose of this chapter is to describe and analyze current patterns and recent trends in CDBG funding priorities. CDBG funding is analyzed at the national, city, and census tract levels. At the national level, it is analyzed along three dimensions--funding in support of the national objective, component activity groups, and local program purposes. At the city and census tract levels, analysis is confined to local program purposes and activity groups. The objectives are the stated national objectives of the Act; the activities are the specific actions undertaken by grantees to achieve the statutory objectives; and the purposes describe how the activities are related to local needs and goals.

The chapter is divided into two sections. The first section describes the national objectives, local program purposes, and component activity groups and the nationwide CDBG funding associated with each of those. The second section examines the types of cities emphasizing the various purposes and activities and the distribution of benefits within these cities. The data used in the analysis were, for the most part, taken from the applications of the 200 Entitlement Cities in the CDBG evaluation sample described in the Methodological Appendix. All data have been weighted to reflect projected national levels. In those instances where different data sources have been used, the source has been noted.

Overall, local CDBG programs are addressing the range of national program objectives although not all communities have established the same priorities. A large proportion of CDBG funds are being spent to rehabilitate and expand housing opportunities and most funds are budgeted to projects located in areas which benefit low- and moderate-income families. Areas with a high minority concentration are also receiving a relatively large share of CDBG entitlement funds.

Eight of the nine CDBG objectives discussed in Chapter 1 existed in 1980. Of these eight operational objectives, Urban Counties and Small Cities give the most emphasis to the elimination of conditions detrimental to health, safety, and public welfare (as measured by the share of funds budgeted to activities addressing that objective), while Entitlement Cities emphasize conservation and expansion of the nation's housing stock.

The chapter also identifies the major purposes of local Block Grant programs and relates CDBG activities to these purposes. Program funds are devoted, in large part, to two activities--neighborhood public works and housing rehabilitation. These planned expenditures indicate that the most heavily emphasized CDBG purpose is the conservation and expansion of the housing stock.

With regard to planned CDBG activities in 1980, as had been the case in previous years, all Entitlement Cities emphasized housing rehabilitation and public works with CDBG funds. However, large central cities, Entitlement Cities losing population and distressed Entitlement Cities placed greater emphasis on housing rehabilitation than did the other cities. These

communities also budgeted a significant share of CDBG funds for the provision of public services. Smaller Entitlement Cities and growing suburban communities, on the other hand, emphasized public works over rehabilitation and also devoted a larger share of their funds to parks and open spaces. In addition, the larger distressed cities were more likely than smaller, less-distressed Entitlement Cities to emphasize economic development.

Low- and moderate-income persons continue to be the principal beneficiaries of the CDBG entitlement program. In Entitlement Cities, between 1978 and 1980, planned expenditures in low- and moderate-income census tracts increased from 58 percent to 62 percent of available program funds. The larger Entitlement Cities and distressed central cities devoted a higher percentage of program funds to low- and moderate-income areas than smaller Entitlement and non-distressed cities.

The most distressed neighborhoods within Entitlement Cities were targeted to receive almost 60 percent of the planned expenditures in these cities. Once again, distressed central cities spend a larger percentage of program funds in distressed neighborhoods than do their less distressed counterparts. In addition, in all Entitlement Cities, those distressed neighborhoods with a high minority population received a larger relative share of CDBG funds than those neighborhoods with low minority populations.

1980 CDBG PLANNED EXPENDITURES: NATIONAL PATTERNS

The purpose of this section is to describe planned 1980 CDBG expenditures at the national level. The funding for the national objectives is presented first, followed by funding for local program purposes and component activity groups. The funding for the objectives; purposes; and activity groups were drawn from the budget lines in the CDBG applications and are explained in detail in Sections 3-5 of the Methodological Appendix. Where data were available, comparisons are shown between Urban Counties, Small Cities, and Entitlement Cities. In such cases, the data are drawn from the universe of each category. However, the detailed analysis of budgeted funds is confined to the Entitlement Cities; In this analysis, data are drawn from the 200 city CDBG evaluation sample and are weighted to describe the universe of Entitlement Cities.

Progress Toward National Objectives.¹ The Housing and Community Development Act, as amended in 1980, lists nine program objectives:²

1. The elimination of slums and blight;
2. The elimination of conditions which are detrimental to health, safety, and public welfare;
3. The conservation and expansion of the nation's housing stock;
4. The expansion and improvement of the quantity and quality of community services;
5. A more rational utilization of land and other natural resources;
6. The reduction of the isolation of income groups within communities and geographical areas;
7. The restoration and preservation of properties of special value for historic, architectural, or esthetic reasons;

8. The alleviation of physical and economic distress through the stimulation of private investment and community revitalization; and
9. The conservation and expansion of the nation's scarce energy resources,

Overall, the level of funding for national objectives varies somewhat among the three types of grantees--Urban Counties; Small Cities, and Entitlement Cities.³ Table 3-1 shows that all three types of recipients allocated the largest portions of their block grant funds for two national objectives--the elimination of detrimental conditions and conservation and expansion of the housing stock. Elimination of detrimental conditions received the heaviest emphasis from Urban Counties and Small Cities, while conservation and expansion of the housing stock was the objective receiving greatest emphasis from Entitlement Cities. Elimination of detrimental conditions was the second most emphasized objective by Entitlement Cities, and housing conservation and expansion was second for Small Cities and Urban Counties. The third largest portion of the Small Cities and Entitlement Cities funds went for the elimination of slums and blight, while Urban Counties emphasized the more rational use of land. Furthermore, with few exceptions, all three recipient groups allotted less than 12 percent of their funds to each of the remaining objectives.

TABLE 3-1
PLANNED SPENDING TOWARD NATIONAL OBJECTIVES, 1979 AND 1980
BY PROGRAM
(Dollars In Millions)

	PROGRAM								
	1979 and 1980								
	Urban Counties			Small Cities			Entitlement Cities		
	1979	1980	Total	1979	1980	Total	1979	1980	Total
Elimination of Detrimental Conditions Percent	30.1%	37.0%	38.2%	43.7%	41.7%	42.7%	25.6%	25.4%	25.5%
Conservation and Expansion of Housing Stock Percent	26.0%	29.4%	27.5%	32.6%	35.7%	34.2%	31.1%	33.3%	32.2%
Elimination of Slums and Blight Percent	9.8%	11.7%	10.8%	13.5%	13.2%	13.3%	15.0%	13.2%	14.1%
More Rational Use of Land Percent	15.3%	12.7%	14.1%	6.2%	5.4%	5.8%	11.8%	10.0%	10.8%
Expand and Improve Community Services Percent	5.9%	5.7%	5.8%	2.2%	1.9%	2.0%	11.0%	10.6%	10.8%
Economic Development Percent	3.2%	3.2%	3.2%	1.8%	2.1%	2.0%	5.0%	6.7%	5.9%
Historic Preservation Percent	.8%	.5%	.8%	.1%	.1%	.1%	.7%	.7%	.7%
Total Amount	\$412.0	\$450.0	\$882.0	\$804.0	\$956.0	\$1760.0	\$1974.1	\$2086.2	\$4060.3
Column Percent	100.1%	100.2%	100.0%	100.1%	100.1%	100.1%	100.0%	99.9%	100.0%

There are similarities in the percentage of funds allocated to national objectives by Urban Counties and Small Cities. In both 1979 and 1980, Small Cities spent over one-third of their funds to eliminate detrimental conditions with a small increase in 1980. Urban Counties also budgeted comparable percentages of funds toward the elimination of detrimental conditions in those years. Both groups also budgeted a substantial amount of funds toward conservation and expansion of the housing stock in both years. Only limited funding, however, was devoted to the other national objectives.

Entitlement Cities, on the other hand, differed from the Small Cities and Urban Counties in that they budgeted only one-quarter of 1979 and 1980 funds to eliminating detrimental conditions. They also budgeted a much larger share of funds for the expansion and improvement of community services and slightly more **for** economic development.

Trends in Component Activities. Program activities are the specific components of projects undertaken with CDBG funds and correspond to the budget line items listed in the CDBG application that cities use to report their planned expenditures. For analytical purposes, these activities are collapsed into six major groupings:

1. Acquisition, Demolition, and Related Activities;
2. Public Works;
3. Housing Rehabilitation and Related Activities;
4. Open Spaces and Parks;
5. Public Services; and
6. Public Facilities.

The groupings are designed to bring together individual projects and activities that are similar. **For** example, housing rehabilitation and code enforcement are frequently carried out in tandem and, therefore, are grouped together. Table 3-2 shows that in 1979 and 1980 all three types of CDBG recipients planned to spend the greatest portion of their block grant funds on two activities-- public works and housing rehabilitation--with public works being especially predominant in Urban Counties and Small Cities. For these grantees, the relative amount of planned expenditures for public works decreased only slightly from one year to the next while spending for housing rehabilitation increased by a somewhat greater amount.

TABLE 3-2
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS
BUDGETED BY ACTIVITY GROUP
AND PROGRAM
(Dollars in Millions)

ACTIVITY GROUP	PROGRAM								
	Urban Counties			1979 and 1980 Small Cities			Entitlement Cities		
	1979	1980	Total	1979	1980	Total	1979	1980	Total
Public Works Percent	42.0%	40.3%	41.5%	45.3%	43.1%	44.2%	26.0%	26.7%	28.4%
Housing Rehab & Related Activities Percent	26.3%	30.5%	28.4%	32.8%	31.1%	34.5%	32.4%	34.5%	33.5%
Acquisition/Demolition Percent	12.1%	13.7%	12.9%	15.2%	14.8%	14.9%	19.2%	17.1%	18.2%
Public Services Percent	2.6%	2.2%	2.4%	.3%	.3%	.3%	10.8%	10.6%	10.7%
Public Facilities Percent	11.2%	8.7%	9.9%	4.5%	4.2%	4.4%	6.8%	7.1%	7.0%
Open Spaces and Parks Percent	8.3%	4.8%	5.0%	1.8%	1.7%	1.7%	5.0%	4.2%	4.6%
Total Amount	\$412.0	\$450.0	\$862.0	\$804.0	\$956.0	\$1760.0	\$1974.1	\$2066.2	\$4060.3
Column Percent	100.0%	100.0%	100.1%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

In contrast to the two types of recipients just discussed, Entitlement Cities spent a larger portion of their funds on housing rehabilitation than on public works in both years. Two other activities, acquisition and demolition, and public services received higher percentages of Entitlement Cities' funds than either Urban Counties or Small Cities devoted to these activities.

Considering only the planned expenditures in Entitlement Cities; Table 3-3 indicates that while among Entitlement Cities some activity groups gained funding and others lost funding from 1979 to 1980, none of the changes were dramatic. Planned funding for acquisition and demolition and open spaces and parks decreased while funding increased for housing rehabilitation, public works, public services, and public facilities in those two years. Only planned expenditures for rehabilitation increased in each of the three years.

TABLE 3-3
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED
BY ENTITLEMENT CITIES
BY ACTIVITY GROUP AND YEAR
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	YEAR		
	1978-1980	1978	1979	1980
Public Works				
Amount	\$1623.3	\$553.7	\$513.3	\$556.3
Percent	27.2%	29.0%	26.0%	26.7%
Housing Rehab & Related Activities				
Amount	\$1869.5	\$511.2	\$639.4	\$716.9
Percent	31.3%	26.8%	32.4%	34.5%
Acquisition/ Demolition				
Amount	\$1080.3	\$325.2	\$378.2	\$356.9
Percent	17.8%	17.0%	19.2%	17.1%
Public Services				
Amount	\$670.9	\$238.6	\$212.4	\$219.9
Percent	11.2%	12.5%	10.8%	10.5%
Public Facilities				
Amount	\$464.9	\$184.4	\$133.3	\$147.2
Percent	7.8%	9.7%	6.8%	7.1%
Open Spaces and Parks				
Amount	\$278.5	\$95.0	\$97.5	\$87.0
Percent	4.7%	5.0%	4.9%	4.2%
Total				
Amount	\$5968.3	\$1908.2	\$1973.9	\$2088.2
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	37.0%	33.1%	35.0%

Emphasis on Program Purposes. This⁴ report also examines the local CDBG program purposes of Entitlement Cities.⁴ Local program purposes represent the intended results of the CDBG program. They are the basic reasons why the activities are undertaken and are thus broader than the specific detailed program activities. Five purposes of local CDBG programs have been identified. They are:

1. Conservation and Expansion of the Housing Stock;
2. Neighborhood Preservation;
3. Provision of Social Services;
4. Economic Development; and
5. General Public Improvements and Services.

Table 3-4 shows that the largest portion of Entitlement City funds was devoted to one purpose--the conservation and expansion of the housing stock. Another sizeable portion was budgeted to neighborhood conservation, while the remaining purposes--general public improvements, social services, and economic development--received less emphasis.

TABLE 3-4
1980 CDBG PROGRAM FUNDS BUDGETED BY ENTITLEMENT CITIES
BY PROGRAM PURPOSE AND ACTIVITY GROUP
(Dollars in Millions)

PURPOSE	NATIONAL	ACTIVITY GROUP					
	1980	1980					
		Housing Rehab & Related	Public Works	Acquisi- tion/ Demolition	Public	Public Facilities	Open Spaces & Parks
Conserve/Expand Housing Stock							
Amount	\$861.7	\$861.3	\$8.6	\$156.1	\$24.2	\$31.4	\$0.1
Percent	42.3%	92.2%	15%	43.8%	11.0%	21.3%	0.1%
Neighborhood Conservation							
Amount	\$506.6	\$15.6	\$262.8	\$77.0	\$37.7	\$57.5	\$57.6
Percent	24.4%	2.2%	47.2%	21.6%	17.1%	39.1%	66.4%
General Public Improvements & Services							
Amount	\$261.8	\$7.1	\$157.5	\$67.9	\$7.9	\$14.8	\$26.5
Percent	13.5%	1.0%	28.3%	19.1%	3.8%	10.1%	30.5%
Provision of Social Services							
Amount	\$215.6	\$11.2	\$6.8	\$6.4	\$146.7	\$42.2	\$2.3
Percent	10.3%	1.6%	1.2%	1.8%	66.9%	28.1%	2.8%
Economic Development							
Amount	\$196.4	\$22.1	\$120.5	\$48.6	\$3.5	\$1.3	\$0.3
Percent	9.4%	3.1%	21.7%	13.7%	1.6%	0.9%	0.3%
Total							
Amount	\$2064.1	\$717.5	\$556.2	\$356.0	\$220.0	\$147.2	\$87.0
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	34.4%	26.7%	17.1%	10.6%	7.1%	4.2%

The distinction between local program purposes and component activities *is* at two levels. First, a single component activity can serve a variety of purposes. For example, acquisition as an activity has been used to report both structures acquired for rehabilitation and structures acquired to demolish for a parking lot. In the first instance, the acquisition activity would be for the purpose of neighborhood conservation, and the second would be for general public improvements. It is important to distinguish among purposes being addressed by the various CDBG activities. Second, just as a single activity group can contribute to more than one purpose, a variety of activity groups can contribute to the same purpose. For example, local efforts to conserve and expand the housing stock can be made up of acquisition activities (to purchase buildings for rehabilitation), disposition costs (to sell the acquired property to citizens), and private property rehabilitation (loans and grants to property owners). Clearly, to grasp the extent to which a community was funding projects to conserve and expand the housing stock, all three of these activities would have to be considered. In the analysis of purposes both distinctions were made.

Overall, the relationships between the activities and local program purposes vary substantially. Some activities contributed principally to only one purpose. For example, over 90 percent of the funds for housing rehabilitation were devoted to conservation and expansion of the housing stock, and two-thirds of the funds for open spaces and parks were intended for neighborhood conservation. Other activities were more evenly divided among several purposes. Approximately 40 percent of the funding for public facilities was directed to neighborhood conservation, 30 percent to social services, and 20 percent to the conservation and expansion of the housing stock. Of the funds devoted to acquisition and demolition, about 40 percent went to housing stock conservation and 20 percent each went to general public improvements and neighborhood conservation.

CITY CHARACTERISTICS AND FUNDING VARIATION.

The national patterns and trends discussed above differ in individual cities. This section examines the different emphasis that Entitlement Cities with differing characteristics give to their CDBG programs. Specifically, funding devoted to the six major activity groups, the five local program purposes, and to projects which benefit low- and moderate-income persons will be described. Funding patterns are examined with respect to six community characteristics: 1976 population; metropolitan status; urban distress; population change; percent minority population; and CDBG grant size. The data used in this analysis are taken from 1978, 1979, and 1980 CDBG applications for Entitlement Cities in the CDBG evaluation sample. However, time-trends are not reported unless there are significant changes from those identified in the Fifth Annual Community Development Block Grant Report.

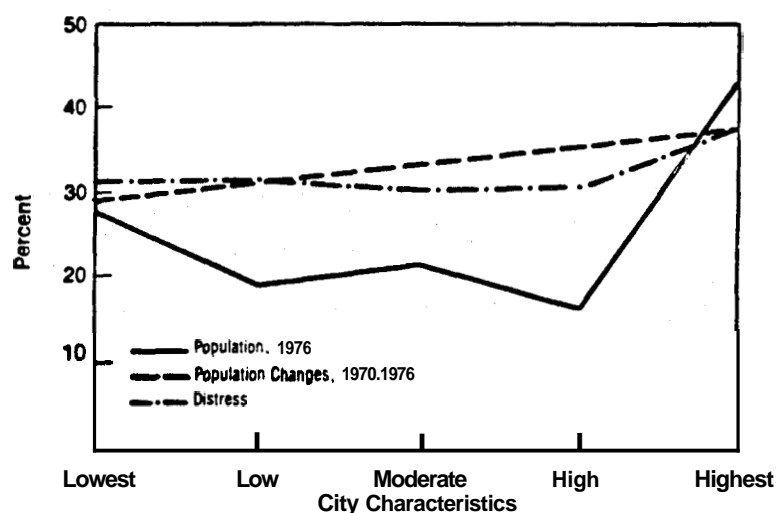
Funding of CDBG Activities. In an examination of funding activity groups one finding is evident--the CDBG program is primarily a rehabilitation and physical development program. On average, Entitlement Cities allocate the majority of their funds, 60 percent, to the rehabilitation of private property and to public works activities. All other activities account for a far smaller share of the CDBG funds. Of the remaining activities, only two, acquisition and demolition and public services receive more than 10 percent of CDBG funds.

Among the Entitlement Cities there are two contrasting funding patterns present. These patterns are indicative of both the degree to which Entitlement Cities are budgeting CDBG funds to address general needs and the flexibility present in the current block grant structure. The first pattern is found among large cities, central cities, cities with declining population, and cities with the highest levels of distress. These Entitlement Cities tend to emphasize housing rehabilitation over public works by margins of 6 to 11 percentage points. In addition, unlike the other Entitlement Cities, this group also budgets a significant share of the CDBG funds, generally about 15 percent, to public services. In contrast, the least distressed Entitlement Cities, cities located in the suburbs, and those with increasing populations; emphasize public works more than rehabilitation, generally by 6 to 12 percentage points. They also fund fewer public services but more parks and open space and public facilities than the first group. These last two activities account for over 16 percent of the planned expenditures of the least distressed Entitlement Cities compared to only 10 percent for the most distressed.

Housing Rehabilitation. Overall, housing rehabilitation continues to be the most heavily funded activity among CDBG Entitlement Cities. Although all types of Entitlement Cities undertake rehabilitation, the most distressed cities and those losing population tend to emphasize rehabilitation to a greater extent than do the non-distressed and growing cities. See Figure 3-1. Differences are also found between central cities and suburban communities. Central cities allocate 35 percent of their funds to rehabilitation while suburban Entitlement Cities allocate 29 percent. The relationship between city size and emphasis on rehabilitation, however, is curvilinear. Both the smallest and largest Entitlement Cities devote more funds to rehabilitation than do their medium-sized counterparts.

FIGURE 3.1

**Relationship Between Entitlement City Characteristics
and Percentage of CDBG Dollars Budgeted
for Rehabilitation of Private Property, 1980**



City Characteristics Scale

City Characteristics	Population	Population Change	Distress
Lowest	Less than 100,000	Increasing	Least
Low	100,000-250,000	Stable	Moderate
Moderate	250,000-500,000		
High	500,000-1,000,000	Decreasing	Most
Highest	1,000,000 +		

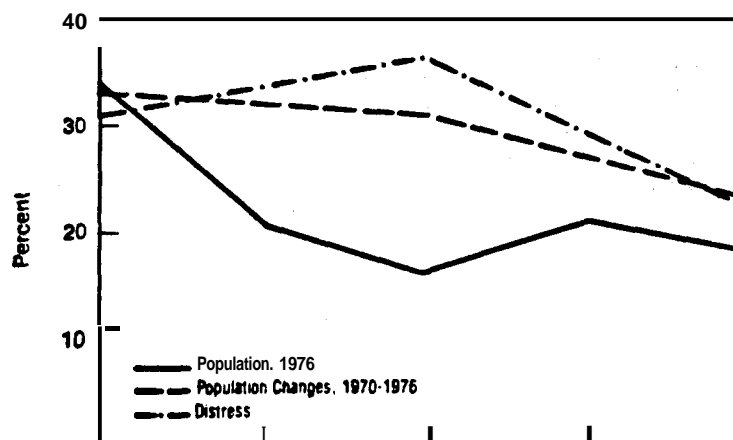
While Entitlement Cities of all types increased their emphasis on housing rehabilitation only slightly between 1979 and 1980, one category of city showed a **more** substantial increase. Cities with increasing populations planned to spend 23 percent of their 1979 program funds on rehabilitation. By 1980, this figure had increased to 28 percent--a gain of 5 percentage points. Thus, the difference in percentage of funds devoted to housing rehabilitation between growing cities and those losing population **is** narrowing.

Public Works. The types of Entitlement Cities that have traditionally directed the highest percentage of program funds to public works, the second most heavily funded activity, are the smallest Entitlement Cities and cities showing significant increases in population. They also tend to be suburban communities and cities with low levels of distress. Figure 3-2 shows the relationship between public works funding and these characteristics. The difference in emphasis based on population growth characteristics is substantial. Communities with declining populations and those with the highest levels of distress devoted 10 percent less of their CDBG funds to public works than did those at the opposite end of the continuum. As might be expected, these differences are also characteristic of a central city/suburban distinction. Central cities allocate 26 percent of their funds to public works while suburban communities allocate 33 percent.

Differences in emphasis on public works based on actual city size, however, occur only between the smallest Entitlement Cities and cities over 100,000. The smaller Entitlement Cities spend 34 percent of their funds on public works, while the remaining cities, regardless of population, all spend approximately 20 percent of their funds on this activity.

FIGURE 3-2

Relationship Between Entitlement City Characteristics
and Percentage of CDBG Dollars Budgeted
for Public Works, 1980



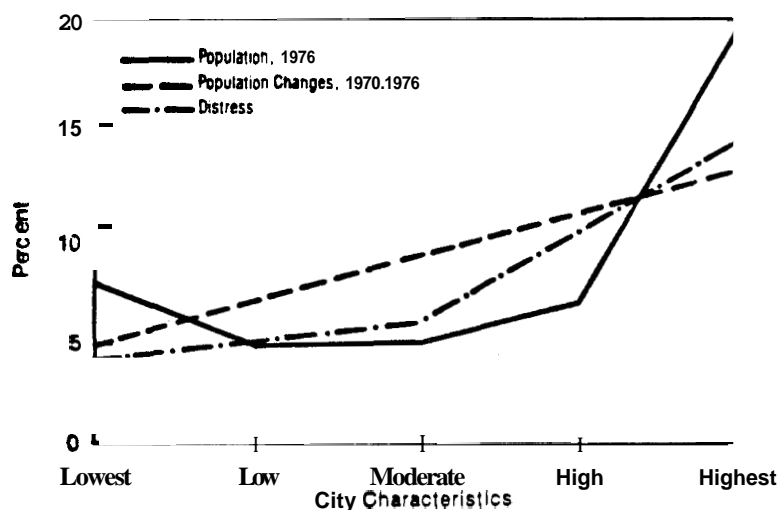
City Characteristics	Population	Population Change	Distress
Lowest	Less than 100,000	Increasing	Least
Low	100,000-250,000	Stable	Moderate
Moderate	250,000-500,000	Decreasing	Most
High	500,000-1,000,000		
Highest	1,000,000 +		

Acquisition and Demolition. The Fifth Annual Community Development Block Grant Report indicated that acquisition and demolition activities were carried on to a greater extent by older Entitlement Cities and those with prior categorical experience during the first five program years. By 1980, these differences had disappeared. Funds allocated for these activities had leveled to the point that there was no significant difference in the percentage of funds allocated to acquisition and demolition based on city characteristics.

Public Services. Overall, the trends identified in previous annual reports regarding annually decreasing funds budgeted for public services continued in 1980. The total share of CDBG funds going to public services in Entitlement Cities decreased to 10.6 percent. As in previous years, Entitlement Cities with the greatest population loss, central cities, and distressed cities all emphasized public service spending more than the other cities. With respect to population, the relationship is somewhat curvilinear. The largest cities spend significantly more of their CDBG budget on public services than do smaller Entitlement Communities and both spend more than the medium size cities. See Figure 3-3.

FIGURE 3-3

Relationship Between Entitlement City Characteristics
and Percentage of CDBG Dollars Budgeted
for Public Services, 1980



City Characteristics Scale

City Characteristics	Population	Population Change	Distress
Lowest	Less than 100,000	Increasing	Least
Low	100,000-250,000		
Moderate	250,000-500,000	Stable	Moderate
High	500,000-1,000,000		
Highest	1,000,000 +	Decreasing	Most

Public Facilities. Public facilities activities, such as senior citizen centers and fire stations, also receive a relatively small percentage of CDBG program funds. Furthermore, there is little difference between the types of Entitlement Cities planning expenditures for public facilities with Block Grant funds although there is a slight tendency for the non-distressed suburban communities to emphasize this activity.

Open Space and Parks. Of the seven major activity groups, open space and parks projects receive the smallest percentage of CDBG funds. In 1980, only 4 percent of all CDBG funds in Entitlement Cities were budgeted for this activity. Nevertheless, relatively small but growing suburban Entitlement Cities devote eight percent or roughly twice the average percentage of funds to open spaces and parks as do the larger central cities that are losing population.

Local Program Purposes and City Characteristics. Another way to examine the focus of the CDBG program is through an analysis of the purposes that various Entitlement Cities emphasize. An analysis of funding by local purposes differs from an analysis by activities in that activities describe what was funded while purposes reflect why that funding was undertaken. This section examines the extent to which various Entitlement Cities emphasize the five different purposes.

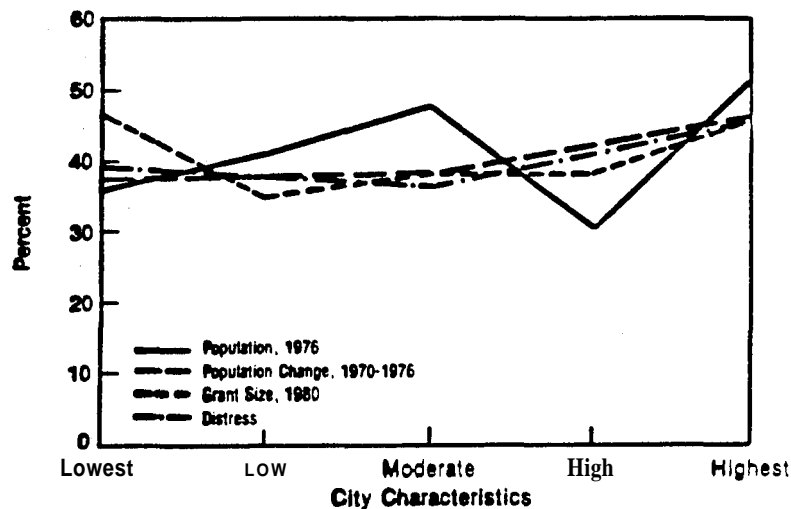
In the previous section it was shown that specific categories of Entitlement Cities emphasize particular activities. Similarly, communities also pursue different purposes in their CDBG program. In general, large Entitlement Cities, distressed cities, cities losing population, and cities receiving high levels of funding are those that budget a larger share of their funds for preserving and expanding the housing stock, providing public services, and stimulating economic development than do other types of cities. They also devote smaller portions to neighborhood conservation and general improvements than the other types of cities. Furthermore, the relationships are quite linear. For example, the more distressed the city, the more likely that housing, social services, and economic development will be funded.

While the general relationships discussed above are identifiable, there are some significant variations. For example, cities receiving the smallest entitlement grants and cities receiving the largest grants devoted a larger percentage of their funding to the conservation and expansion of the housing stock than did communities with intermediate-sized grants. In addition, cities with populations between 500,000 and 1,000,000 varied significantly from the linear relationship between population and funding of neighborhood conservation.

Conservation and Expansion of the Housing Stock. More entitlement funds are devoted to the conservation and expansion of the housing stock than to any other purpose (42 percent). Figure 3-4 shows the relationships between this local program purpose and city characteristics. As city population increases, the percentage of funds devoted to housing conservation and expansion increases except for cities with populations between 500,000 and 1,000,000. These cities devote 20 percent less of their funds to this purpose than do the cities which are both larger and smaller. There is no definitive explanation for this. The other anomaly concerns cities receiving the smallest entitlement grants--less than \$1 million. Here, however, there is a plausible

explanation. Regardless of city size, it is very difficult for cities with populations of 50,000 or more to make much of a contribution to the conservation and expansion of the housing stock if they devote a small amount of funds to this purpose. This is especially true in areas where rehabilitation costs are high. Thus, if cities receiving less than \$1 million in CDBG program funds undertake activities designed to conserve or expand the housing stock, it is likely that they will devote a significantly larger percent of program funds to this purpose than cities receiving larger grants;

FIGURE 3-4
Relationship Between Entitlement
City Characteristics and Percentage of
CDBG Dollars Budgeted for Conservation and Expansion of the
Housing Stock, 1980



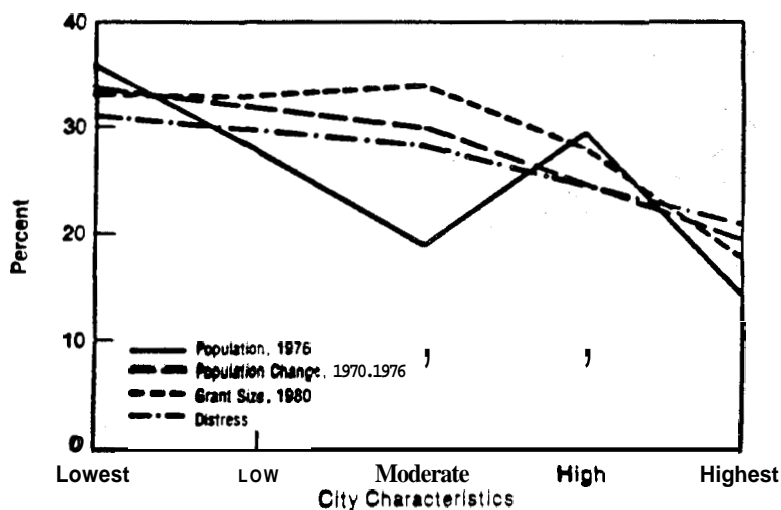
City Characteristic Scale

City Characteristics	Population	Population Change	Grant Size (\$)	Distress
Lowest	Less than 100,000	Increasing	<100,000	Least
Low	100,000-250,000		100,000-249,999	
Moderate	250,000-500,000	Stable	250,000-499,999	Moderate
High	500,000-1,000,000		500,000-999,999	
Highest	1,000,000 +	Decreasing	1,000,000 +	Most

Neighborhood Preservation. Neighborhood preservation is the second largest purpose for which CDBG entitlement funds are budgeted. Nationally, 24 percent of CDBG funds are planned to enhance neighborhood preservation and conservation. Entitlement Cities spending a large portion of their budget for this purpose have very different characteristics from communities emphasizing the expansion and conservation of the housing stock. Entitlement Cities emphasizing neighborhood preservation are those lowest in population, lowest in distress, those with the smallest grants, and those increasing in population.

As is shown in Figure 3-5, cities with populations between 500,000 and 1,000,000 are once again different. Based on the linear trends shown in the figure, it might be expected that they would spend between 17 and 18 percent of their entitlement on neighborhood preservation. Instead, they devote 29 percent of their funds to this purpose. These Entitlement Cities to some degree substitute neighborhood preservation for housing preservation.

FIGURE 3-5
Relationship Between Entitlement
City Characteristics and Percentage of
CDBG Dollars Budgeted for Neighborhood Preservation, 1980

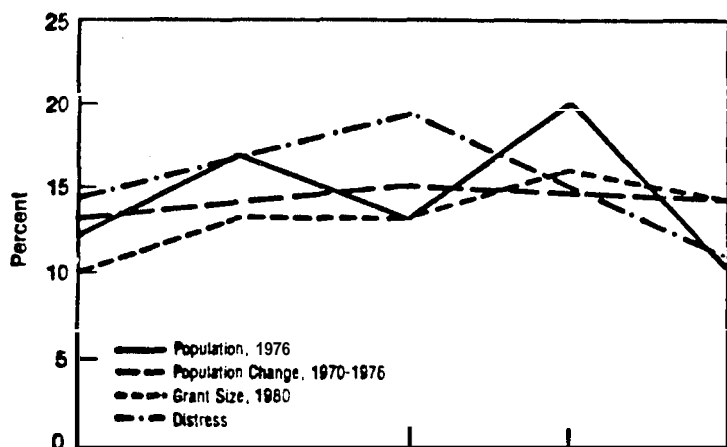


City Characteristic Scale

City Characteristics	Population	Population Change	Grant Size (\$)	Distress
Lowest	Less than 100,000	Increasing	<100,000	Least
Low	100,000-250,000		100,000-249,999	
Moderate	250,000-500,000	Stable	250,000-499,999	Moderate
High	500,000-1,000,000		500,000-999,999	
Highest	1,000,000 +	Decreasing	1,000,000 +	Most

General Public Improvements and Services. Activities which contribute substantially to this purpose are generally citywide activities including public works, open spaces and parks, and acquisition and demolition. Expenditures for public improvements account for only 14 percent of CDBG entitlement expenditures. Although the emphasis on this purpose does not vary widely between different types of city, the expenditure patterns are interesting. As is shown in Figure 3-6, cities in the lowest and highest categories of all the city characteristics devote the lowest percentage of funds to public improvements and services. In this instance, cities not located at the extremes show a remarkable similarity.

FIGURE 3-6
Relationship Between Entitlement
City Characteristics and Percentage of
CDBG Dollars Budgeted for General Public Improvements and
Services, 1980



City Characteristic Scale

City Characteristics	Population	Population Change	Grant Size (\$)	Distress
Lowest	Less than 100,000	Increasing	< 100,000	Least
Low	100,000-250,000	Stable	100,000-249,999	Moderate
Moderate	250,000-500,000		250,000-499,999	
High	500,000-1,000,000	Decreasing	500,000-999,999	Most
Highest	1,000,000 +		1,000,000 +	

Public Services and Economic Development. Neither of the final two purposes account for more than 10 percent of planned expenditures. Only 10 percent of CDBG entitlement funds are budgeted to public services and only 9 percent to economic development. Those Entitlement Cities stressing the provision of public services and economic development tend to be the larger cities, those with decreasing populations, those receiving the largest grants, and those with the highest levels of distress.

The previous sections of this chapter have emphasized the local program purposes Entitlement Cities pursue with their CDBG funds and the specific activities undertaken. The following section examines the distribution of program benefits within these cities.

Benefit to Low- and Moderate-Income Persons. Section 104(b)(2) of the Housing and Community Development Act of 1974 as amended requires that participating jurisdictions give "maximum feasible priority to activities which will benefit low- and moderate-income families or aid in the prevention of slums and blight." Furthermore, Section 101(c) indicates that the primary objective of the legislation is geared "principally for persons of low- and moderate-income". In order to relate this objective to local CDBG programs, this section examines the program benefits accruing to low- and moderate-income persons within the Entitlement Cities.

In this section, the level of funding allocated to low- and moderate-income persons is assessed using two estimation techniques-- the city attested method and the census tract method.

The city attested method relies on the benefit levels reported by Entitlement Cities in their CDBG applications. This method results in the highest estimates, because cities are allowed to assign all of the funds budgeted for a given activity, regardless of the area in which it is located, to the low- and moderate-income category as long as at least 51 percent of the funds for the activity are planned to benefit low- and moderate-income persons. For example, a fire station constructed in a small, well-off neighborhood which also serves a larger, contiguous lower-income area could qualify as low- and moderate-income benefit under the city-attested method.

The census tract method, on the other hand, estimates benefit levels by considering only CDBG dollars planned for census tracts with median incomes which are 80 percent or less of the SMSA median income. Thus, this method excludes funding not specifically going to low- and moderate-income neighborhoods and also excludes citywide activities which may partially or indirectly benefit low- and moderate-income persons.

City Attested Low- and Moderate-Income Benefits. In 1979, Entitlement Cities reported that 93 percent of their CDBG funds principally benefitted low- and moderate-income persons. In 1980, this figure had changed only slightly with cities reporting 94 percent benefit to low- and moderate-income persons. The **small** overall increase in low- and moderate-income benefit, however, obscures the widespread increase among communities toward primarily funding activities that are planned to benefit low- and moderate-income persons. As is shown in Table 3-5, the number of Entitlement Cities reporting 90 percent or higher benefit to low- and moderate-income persons increased from 68 percent in 1979 to 79 percent in 1980. This was accompanied by a decrease in the number of cities reporting less than 75 percent low- and moderate-income benefit between 1979 and 1980--from 32 percent to 21 percent.

TABLE 3-5
PERCENT OF ENTITLEMENT CITIES REPORTING BENEFITS
TO LOW AND MODERATE INCOME FAMILIES.
1979 AND 1980

PERCENT LOW AND MODERATE INCOME BENEFIT	YEAR	
	1979	1980
100%	34%	46%
90-99.9%	34%	33%
75-89.9%	25%	20%
60-74.9%	6%	1%
Less than 60%	1%	0%
N =	105	108

There are two possible reasons why the widespread increase in the number of cities reporting low- and moderate-income benefits brought about such a small increase in the percentage of entitlement funds principally benefitting low- and moderate-income persons. First, it may be that the majority of cities reporting less than 90 percent benefit in 1979 were also those receiving the lowest entitlements. Thus, a dramatic shift in benefits among this group would only cause a slight increase in dollar benefit. It may also be that it only took a slight shift in benefit to move a city from one category to another in Table 3-5. Thus, the dollar shift would again be minimal.

Benefits to Low- and Moderate-Income Census Tracts.⁵ The Fifth Annual Community Development Block Grant Report summarized benefit to low- and moderate-income persons over the life of the program. The report noted that while a majority of program entitlement funds have always been directed to low- and moderate-income areas, the proportion of funds going to these areas declined between the first and the second program years and then rose steadily through the fifth year--1979. This increase coincides with the general tightening of low- and moderate-income funding criteria in 1977 and 1978 and the upward trend can be attributed, in part, to these changes.

Weighted data for the Entitlement Cities in the CDBG evaluation sample also show a continued increase in low- and moderate-income benefit through 1980. CDBG funding in low- and moderate-income areas increased from 58 percent of program funds in 1978 to 62 percent in 1980. While the percentage increase is not dramatic, the dollar increase is substantial and represents an additional \$48 million spent in low- and moderate-income areas. See Table 3-6.

TABLE 3-6
ENTITLEMENT CITY CDBG BENEFITS TO LOW AND MODERATE
INCOME CENSUS TRACTS BY YEAR
(Dollars in Millions)

	NATIONAL	YEAR		
	1978-1980	1978	1979	1980
Low and Moderate Income Benefit				
Amount	\$2982.1	\$977.0	\$980.0	\$1025.1
Percent	60.2%	58.0%	61.0%	62.0%
Non-Low and Moderate Income Benefit				
Amount	\$1940.2	\$704.1	\$611.4	\$624.6
Percent	39.2%	41.0%	38.0%	38.0%
Not Computable¹				
Amount	\$30.9	\$17.9	\$9.0	\$4.0
Percent	.8%	1.0%	1.0%	0.0%
Total				
Amount	\$4953.2	\$1699.1	\$1600.4	\$1653.7
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	34.3%	32.3%	33.4%

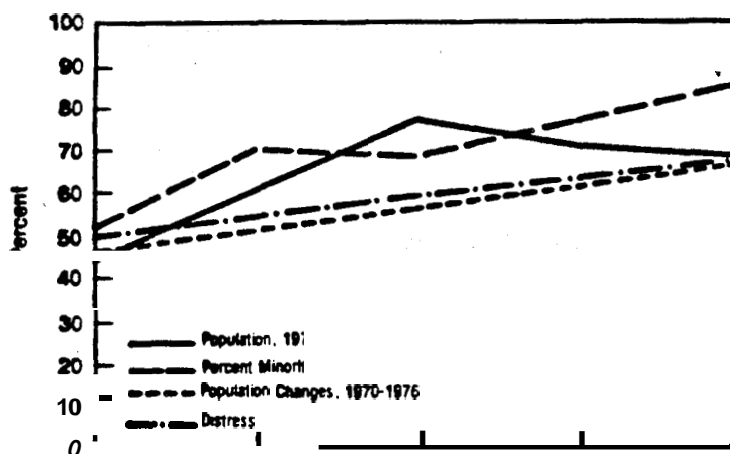
¹Due to missing data, the income status of these areas could not be calculated.

Variation in Low- and Moderate-Income Census Tract Funding The types of Entitlement Cities that have traditionally directed the highest percentage of program funds to low- and moderate-income census tracts are central cities, distressed cities, cities with the largest minority population, and cities with large, but not the largest populations. These same communities also receive the highest levels of program funds, and they tend to be losing population.

Figure 3-7 shows the relationship between selected city characteristics and the 1980 percentage of funds benefitting low- and moderate-income census tracts in Entitlement Cities. The figure clearly illustrates that low- and moderate-income benefits increase as both minority population and city distress increase and, to a certain degree, as city population increases. The relationship with total population, however, is curvilinear with cities having populations between 250,000 and 500,000 devoting the largest percentage of funds to low- and moderate-income census tracts.

FIGURE 3-7

Relationship Between Entitlement City Characteristics
and Percentage of CDBG Dollars Budgeted Benefiting
Low and Moderate Income Census Tracts, 1980



City Characteristics Scale

City Characteristics	Population	Pct. Minority	Population Change	Distress
Lowest	Less than 100,000	0-20	Increasing	Least
Low	100,000-250,000	21-40		
Moderate	250,000-500,000	41-60	Stable	Moderate
High	500,000-1,000,000	61-80		
Highest	1,000,000 +	80 +	Decreasing	Most

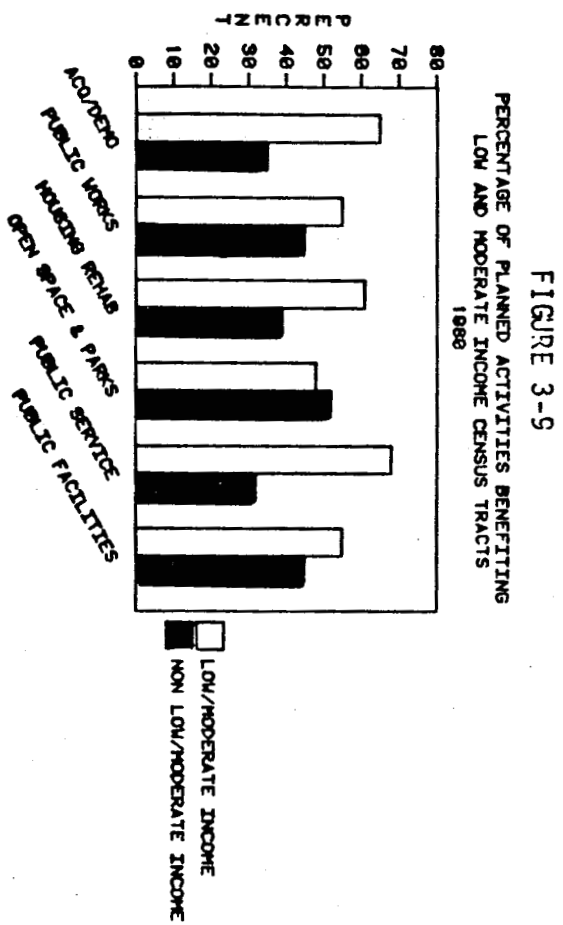
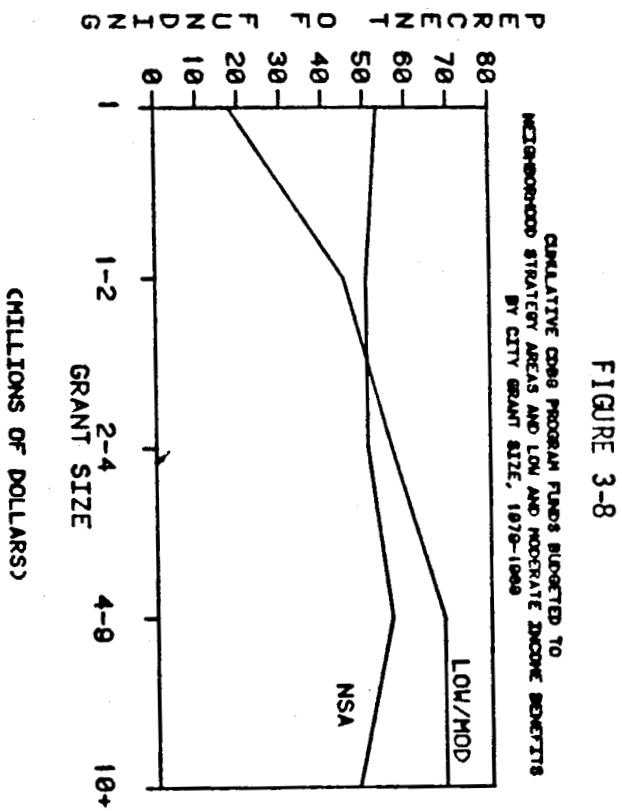
The levels of funding planned for low- and moderate-income census tracts in central cities and suburban communities are quite different. In 1980, central cities devoted 66 percent of their block grant funds to low- and moderate-income areas while suburban communities devoted only 28 percent.⁶ Furthermore, this difference has been increasing in recent years. Low- and moderate-income benefit for central cities increased by 5 percentage points between 1974 and 1980, while during the same period it decreased by 3 percentage points in suburban communities.

Among Entitlement Cities with declining populations, with high percentages of minority residents, the very largest cities and moderately and severely distressed communities, there were significant increases in the amount of funds directed to low- and moderate-income census tracts. Cities with declining populations increased low- and moderate-income tract funding from 59 to 64 percent. Those with 80 or more percent minority increased from 79 to 85 percent; and cities with populations of 1,000,000 or more increased benefits from 55 to 68 percent. The most distressed cities increased funding by 6 percentage points--from 61 to 67 percent--while the moderately distressed cities increased funding to these tracts from 54 to 59 percent.

Concentrating Benefits. The discussion presented in the preceding paragraphs suggests that there are certain types of Entitlement Cities that provide somewhat fewer benefits and devote fewer funds to low- and moderate-income tracts. These cities tend to be suburban communities, small Entitlement Cities, those with low minority populations, those gaining in population and those with the smallest CDBG entitlements.

Figure 3-8, however, indicates that this conclusion may be an oversimplification. The figure shows the percentage of funds spent in Neighborhood Strategy Areas (NSAs)⁷ and the percentage of funds targeted to low- and moderate-income tracts by the amount of CDBG entitlements for 1979 and 1980. Since the formula for the distribution of CDBG entitlements has been shown to have a "high degree of targeting and goodness of fit of funding to overall need,"⁸ those receiving the lowest entitlements are, by definition, the least needy. The figure shows that although the CDBG cities receiving the smallest grants may not devote a significant portion of their funds to lower income census tracts, they do spend a significant portion of their funds in NSAs. These NSAs may, in fact, be "pockets of poverty" that are too small to reduce the income level for the entire tract to the point where it can qualify as low- and moderate-income. Or these NSAs may be the areas that are only minimally better off than the areas qualifying as low- and moderate-income neighborhoods.

Activities and Purposes in Low- and Moderate-Income Tracts⁹. At the city level, low- and moderate-income tracts receive the major share of all types of entitlement program activities except for the provision of open space and parks. See Figure 3-9. Activities occurring most frequently in low- and moderate-income census tracts include the provision of public services, acquisition and demolition, and housing rehabilitation. Public works and public facilities also occur frequently in low- and moderate-income areas but not to the same degree as the aforementioned three activities.



When these activities were examined only in census tracts that contained a majority of residents who had low- and moderate-incomes, a similar trend was noted. For both 1979 and 1980, 62 percent of CDBG funds were budgeted to these tracts.

-Acquisition-related activities and public services were slightly more likely to take place in low- and moderate-income tracts than elsewhere. While low- and moderate-income tracts received 62 percent of CDBG funds, 65 percent of acquisition-related activities occurred in these tracts as did 66 percent of all public services.

Public facilities, public works, and open space related activities are less likely than average to be planned for low- and moderate-income tracts. Fifty-five percent of both public facilities and public works activities and 48 percent of the open spaces activities are budgeted to these areas. Rehabilitation related activities, at 61 percent, are slightly more likely to be funded in these tracts.

In terms of absolute entitlement dollar amounts spent on each of these activities in 1979 and 1980, rehabilitation related activities predominate in low- and moderate-income tracts (\$808 million). Public works activities, at \$761 million, constitute the second largest activity group, even though only 53 percent of public works funds go into these tracts.

For 1980, it was also possible to explore the local program purposes that were pursued with CDBG entitlement monies in low- and moderate-income tracts. Overall, the general purposes for which CDBG funds were budgeted to low- and moderate-income census tracts differed very little from the purposes pursued with CDBG funds in general. In no case did the percentage of funds devoted to any of the five purposes in low- and moderate-income tracts differ by more than one percent from the funding for higher-income neighborhoods. Thus, there are no differences in the purposes for which funds are budgeted to low- and moderate-income census tracts when compared to other tracts.

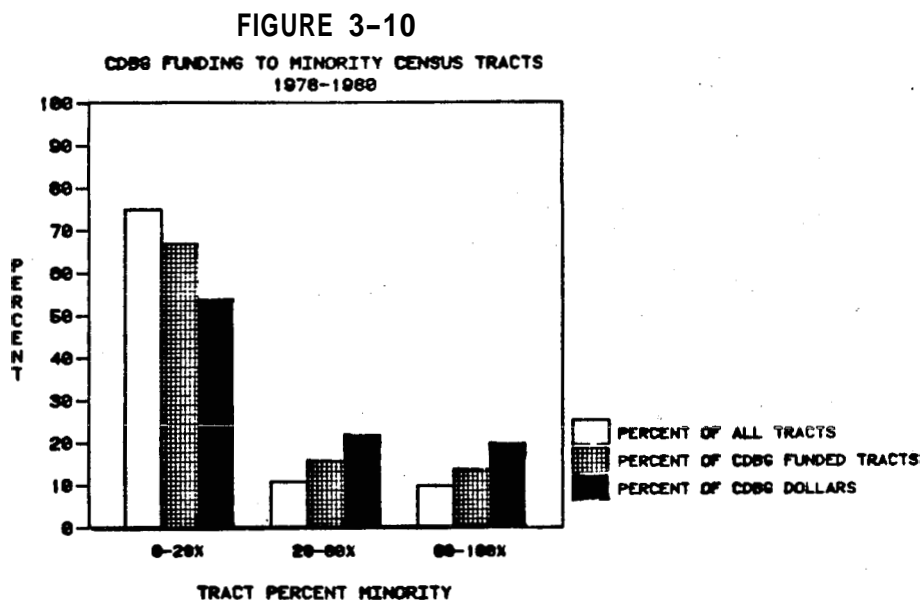
Distressed and Minority Neighborhoods. Another way to view the planned expenditure of CDBG entitlement funds is through an examination of the funding patterns in distressed census tracts. In order to achieve a comprehensive estimate of neighborhood distress, the Office of Evaluation has calculated a ~~neighborhood~~ distress indicator variable similar to the UDAG distress indicator used for measuring overall city need.¹⁰ This provides an indication of the extent to which Entitlement Cities target their CDBG funds to the poorest areas of their city. In some cases, primarily in more affluent suburban cities, the poorest areas may not be low- and moderate-income census tracts. However, these cases will be in the minority. In most cities, the poorest areas are low- and moderate-income census tracts.

Funding to highly distressed tracts within Entitlement Cities has gradually increased for all cities during the last three program years. Since 1978, dollars budgeted to highly distressed tracts have increased from 55 percent to 58 percent. Funding to the least distressed tracts has at the same time declined, while funding to moderately distressed tracts remained approximately constant.

Funding to highly distressed tracts varied among Entitlement Cities receiving different grant amounts. On average, cities with grants of less than \$1 million spent only 53 percent of budgeted funds in highly distressed tracts as compared with a 60 percent average for cities with entitlement grants of between \$1 and 4 million dollars.

During the same period, cities with entitlements of over \$10 million budgeted only 55 percent of their funds to highly distressed tracts. Trend analysis indicates that both small and large Entitlement Cities have increased their funding to highly distressed tracts, but that smaller entitlements are, on average, devoting a larger percentage of funds to highly distressed tracts than larger entitlements.

Finally, the Block Grant program has been often viewed as a tool for assisting minority neighborhoods. Simple tabulations of the number of CDBG funded tracts by population characteristics show that most of the funded tracts have populations which are 80 to 100 percent White. It would be misleading, however, to infer from such a finding that minority areas do not benefit from the CDBG program. As Figure 3-10 indicates, CDBG funds are being targeted to areas with high minority concentrations. While only 9 percent of all tracts in Entitlement Cities fall in the 80 to 100 percent Black category, these tracts represent 13 percent of all CDBG funded tracts and they received 18 percent of all CDBG funding in 1980.



In summary, this chapter described and analyzed the current patterns and recent trends in CDBG funding priorities at three levels--the national, city and census tract level--and along three dimensions--national objectives; component activity groups, and program purposes. The next chapter describes the range of actual accomplishments that were generated by CDBG Entitlement Communities.

FOOTNOTES

- 1 For the purposes of this analysis, a typology was developed for assigning activities to specific legislative objectives. This typology was then applied to the narrative project descriptions contained in city applications for CDBG program funding. To reduce double counting and overlap, the total funding for a given activity was assigned to a specific national objective if at least 51 percent of the funding allocated to the activity was defined by the typology as directed to that objective. The typology is documented in the Appendix.
- 2 The discussion of progress toward objectives is limited to seven of the national objectives. Energy conservation and reduction of isolation of income groups are not considered. Energy conservation was not an operational objective during 1980 and the reduction of isolation of income groups received less than 0.1 percent of the CDBG funds because no CDBG budget lines are directly related to this national objectives.
- 3 The percentages for Urban Counties and Small Cities shown in both Tables 3-1 and 3-2 were computed from data furnished by the Data Systems and Statistics Division of the Office of Management, Community Planning and Development: 7067 Cost Summary Package (Washington: HUD, 1980); The dollar figures for the total amount for the Urban Counties and Small Cities were taken from Chapter 2 of this report. The total and individual activity group figures for Entitlement Cities were generated from the 200 city CDBG evaluation sample and were weighted to reflect projected national levels.
- 4 A complete description of CDBG local program purpose is found in the Glossary.
- 5 All low- and moderate-income benefit estimations in this section of the chapter are based on the census tract method. It should be noted that if available data permitted the use of the city attested method, benefit levels would be significantly higher.
- 6 Suburban communities probably do not have as many low- and moderate-income census tracts as do central cities.
- 7 For a complete discussion of NSAs, see Chapter 5, Section 3.
- 8 Harold L. Bunce and Robert L. Goldberg, City Need and Community Development Funding (Washington: U.S. Department of Housing and Urban Development, 1979) p. 25.
- 9 Low- and moderate-income neighborhoods are those census tracts in which a majority of the households have incomes that are less than 80 percent of the SMSA median family income.

The measure of community development distress at the census tract level was devised to capture the degree of physical deterioration and poverty for each census tract relative to the city as a whole. Four variables based on census tract data were assembled to generate this index. They are: Percentage of persons in poverty, 1969; percentage of year-round housing built before 1940; percentage of non-owner-occupied housing, 1970; and median family income, 1969. Slightly different weightings were given to each variable to show the relative importance it was judged to have in measuring community development distress. Reflecting the importance of percentage of persons in poverty and percentage of year-round housing built prior to 1940 in the CDBG allocation formula, these variables were assigned the highest weights, 0.3. The other variables, percentage of non-owner-occupied housing and median family income, were assigned lesser weights, .25 and .15, respectively. Median family income was given the least weight, since some of its variance is reflected in the percentage of persons in poverty. In the actual index, the variables were measured in standard scores based on the differences between census tract percentage and city average. The full equation for the index is:

$$\begin{aligned} \text{Census Tract Distress} = & .3 \text{ (standard score of persons in poverty)} + \\ & .3 \text{ (standard score of age of housing)} + \\ & .25 \text{ (standard score of non-owner occupied)} + \\ & .15 \text{ (standard score of median family income)} \end{aligned}$$

Finally, all census tracts in the Entitlement Cities in the CDBG evaluation sample were ranked from the most distressed decile to the least distressed decile, with the three most distressed deciles considered seriously distressed; the middle three deciles moderately distressed; and the last four least distressed.

CHAPTER 4: ACCOMPLISHMENTS WITH ENTITLEMENT GRANTS

OVERVIEW

The Community Development Block Grant program distributed over \$15 billion from 1975 to 1979 to Entitlement Cities and Counties for community development activities and gave them broad discretion in determining the content of local programs.¹ This chapter documents how local government units used CDBG funds by detailing some accomplishments they realized. The information presented here is drawn from a 1980 survey of entitlement grantees throughout the United States.²

Community development programs were marked by diversity of activities.³ Communities provided programs that increased the viability of neighborhoods, improved public facilities, assisted needy residents, and contributed to economic development.

In the first five years of the Community Development Block Grant program, thousands of homes and apartments were rehabilitated. Entitlement Cities, Urban Counties, and Hold Harmless Cities emphasized the rehabilitation of owner-occupied units. Entitlement Cities were more likely than the other grantees to include the rehabilitation of apartments and public housing units. Moreover, the most distressed cities⁴ were more likely to diversify rehabilitation efforts and include rehabilitation of apartments and public housing;

In terms of public improvements, cities paved streets, improved curbs and gutters, installed street lights, and added parking spaces. They planted trees and laid or replaced water lines, sanitary sewer lines, and storm sewer lines. Many neighborhood parks and city recreation areas were developed. The safety and appearance of many communities were improved with the clearance of substandard structures. In particular, communities of under 100,000 persons and communities in the South and in Puerto Rico emphasized public improvement and clearance projects.

Accomplishments, however, were not confined to physical development. CDBG funds supported the provision of child care, services to elderly persons, services to youth, and health care. Although communities of all sizes had public service programs, larger cities concentrated more of their funds on services.

CDBG funds were also used to encourage economic development through the acquisition of land for commercial and industrial development. Moreover, CDBG funds were used to support local development corporations (LDCs). Distressed communities utilized CDBG funds for economic development projects to a greater extent than other communities.

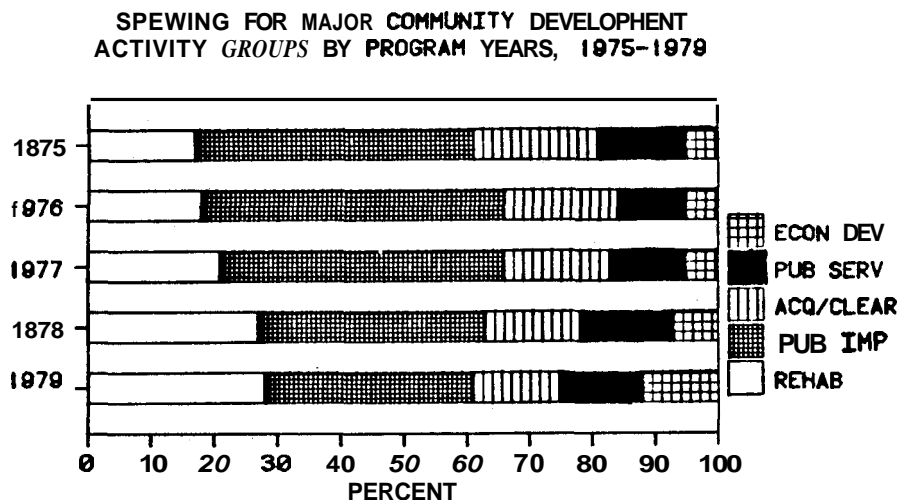
These accomplishments underscore the diversity of local activity. Throughout this chapter national accomplishments are detailed by documenting the projects completed within specific activity groups; In sum, these accomplishments made a real and substantial contribution to community development throughout the United States.

In this chapter, general trends and basic CDBG accomplishment information are presented. Appendix A-111 contains more detailed information on specific CDBG activities organized by grantee type, city size, census region, and city distress. In the tables of Appendix A-111, the last rows show the percent of total CDBG funds expended by communities of differing characteristics so when comparisons are made the relative amount of CDBG funding for the various types of CDBG Entitlement Communities can be taken into consideration.

EXPENDITURE NS

Over the first five years of the CDBG program, communities increased spending significantly for rehabilitation, slightly for economic development activities and decreased the emphasis on public improvements. Actual CDBG expenditures for rehabilitation activities increased steadily from 17 percent to 28 percent of the total expenditures; while expenditures for public improvements decreased from 44 percent of the total to one-third. The proportion of expenditure³ for other activities remained fairly consistent over the five years with acquisition, clearance, and demolition activities accounting for about 17 percent of expended funds and public services for 12 percent. The proportion of funds expended for economic development was small in every year, but it increased from five percent in the first program year to 12 percent in the fifth program year.

FIGURE 4-1



The trend in funding activities indicates an increasing diversity of the community development program. The communities concentrated expenditures in the first years of the program on public improvements and on acquisition and clearance. In those years the activities accounted for about 65 percent of all spending. However, in program year 1979 public improvements and acquisition and clearance expenditures declined to less than half of total funds expended, as expenditures for rehabilitation and economic development increased. Only expenditures for public services remained constant over the five years.

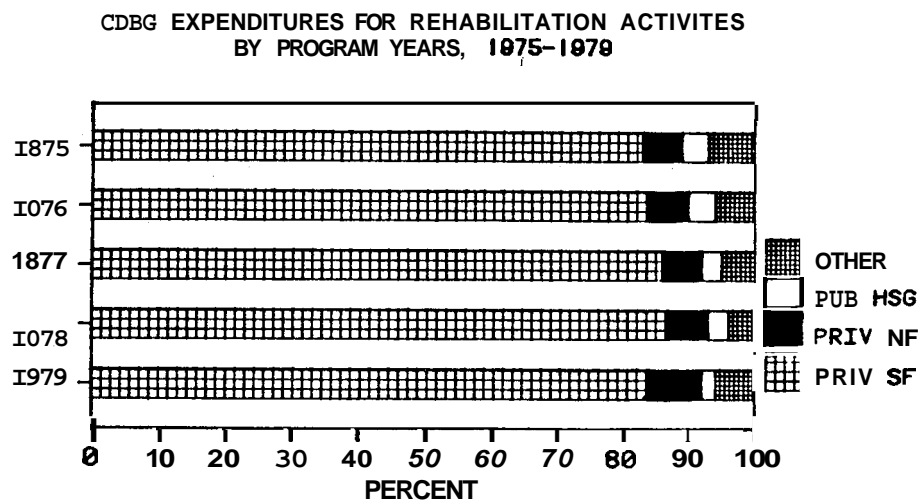
The following sections present information about expenditures and actual accomplishments within each of the five activity categories.

REHABILITATION ACCOMPLISHMENTS

Rehabilitation of residential structures is the fastest growing CDBG activity, standing at 28 percent of fifth year expenditures. Rehabilitation of real property played a central role in revitalizing residential neighborhoods, since it emphasized neighborhood preservation and refurbishment of a deteriorating housing stock.

Grantees undertook a variety of rehabilitation projects, but they primarily concentrated on the rehabilitation of private single family structures. In fact, over 80 percent of CDBG rehabilitation spending went toward rehabilitating single family houses every year. In the first two years, most of the remaining rehabilitation funds were about equally divided among public housing modernization, rehabilitation of apartment buildings, and other uses, such as historic preservation. In the later years of the program, the proportion of spending for rehabilitation of public housing declined relative to the other categories.

Figure 4-2



With their CDBG rehabilitation funds, communities reported making a contribution to the improvement and preservation of the nation's housing stock.⁵ An estimated 262,000 dwelling units were improved using CDBG funds. Eighty-one percent of these units were single family owner-occupied structures. A total of 27,000 public housing units were improved, and another 14,000 rental units were upgraded. Furthermore, about 157,000 of the rehabilitated units incorporated energy conservation measures, such as insulation and storm windows, during the rehabilitation process.

<u>UNITS REHABILITATED WITH CDBG FUNDS</u>					
<u>HOMES</u>	<u>SMALL RENTAL</u>	<u>LARGE RENTAL</u>	<u>PUBLIC HOUSING</u>	<u>OTHER</u>	<u>TOTAL</u>
213,743	8,503	5,416	27,415	6,615	261,692

While the relative proportion among types of rehabilitated units in the above categories remained nearly constant throughout the five years, the number of units in each category escalated every year. By 1977 and 1978 localities were heavily involved in rehabilitation, improving over 153,000 homes in those two years alone. The figure for 1979 represents only the units rehabilitated before September 30 of that year. Since 80 percent of the Entitlement Cities began their program year sometime after June, the figure in the Table undercounts the number of rehabilitated units produced in the 1979 program year. Considering budgeted and expended funds for rehabilitation over the five years, it can be projected that over 100,000 units were upgraded in 1979.

<u>UNITS REHABILITATED EACH YEAR</u>					
<u>1975</u>	<u>1976</u>	<u>1977</u>	<u>1978</u>	<u>1979*</u>	<u>TOTAL</u>
27,401	50,988	73,519	79,797	29,987 ⁷	261,692

*The number of units rehabilitated in 1979 was much higher than reported here. This figure represents only a partial year's activity.

Even though the CDBG Entitlement Communities concentrated rehabilitation activity on houses, some of them gave attention to rental buildings and non-housing structures. For instance, the improvement of non-housing structures accounted for 26 percent of rehabilitated units in the largest Entitlement Communities. And, one-fourth of the upgraded units in large communities (500,000-1,000,000 persons) and thirteen percent of units in cities in the North Central region were in public housing complexes. In fact, only nine grantees in North Central states with such programs averaged over 1,000 units each of public housing modernization.

Not every Entitlement Community had a CDBG rehabilitation program. Such programs were operated between 1975 and 1979 by 41 percent of the Entitlement Cities, 68 percent of the Urban Counties, and one-half of the Hold Harmless Cities. Hold Harmless Cities and Urban Counties with such programs concentrated 90 percent of their activity on homes. The rehabilitation of privately owned apartments accounted for less than five percent of the rehabilitated inventory in Urban Counties and Metro Cities and less than seven percent in Hold Harmless Cities.

Communities in the South and in Puerto Rico placed less emphasis on rehabilitation than did other communities. Communities in the South with 31 percent of all CDBG expended funds rehabilitated 16 percent of all units. Conversely, communities in the North East had 30 percent of all CDBG expenditures but rehabilitated 43 percent of all units.

Overall, CDBG rehabilitation programs targeted distressed neighborhoods and low income families. Jurisdictions with the ~~most~~ distress, spending 52 percent of all CDBG funds, rehabilitated a large number of buildings. Those with rehabilitation programs on average improved about 375 houses, 150 apartments, 575 public housing units, and 140 units in other structures. In all, localities with the highest level of community development need upgraded approximately 129,000 units, which was equal to the number that all other communities rehabilitated.

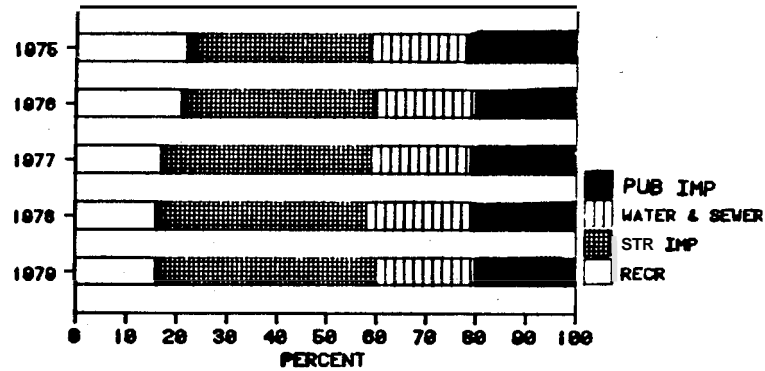
PUBLIC IMPROVEMENT ACCOMPLISHMENTS

In each of the five program years, grantees spent the largest portion of their CDBG grants on public improvements, but the percentage declined in the last four years from 48 percent to 33 percent of all CDBG spending. The CDBG grants made possible street improvements, such as road paving and tree planting-, that renewed neighborhoods and commercial districts. Spending for sewer improvements resolved drainage problems and provided better sewage handling for many communities. By utilizing CDBG funds, parks, playgrounds, and neighborhood centers were improved or built to increase recreational opportunities for residents.

CDBG spending to improve the public infrastructure remained fairly evenly divided among four categories of activities. Figure 4-3 shows that grantees spent about two-fifths of their funds on street improvements and one-fifth each on recreational facilities, water and sewer improvements, and public facilities. Those proportions remained rather constant in every year with recreational facilities spending somewhat reduced and street improvement spending increased in 1979.

Figure 4-3

COBG EXPENDITURES FOR PUBLIC IMPROVEMENT
ACTIVITIES BY PROGRAM YEAR, 1975-1979



Street Improvements. Communities used CDBG funds to provide street improvements. Using complete or partial CDBG funding, communities upgraded more than 6,000 miles of streets, enough for a round trip across the country. Communities planted nearly 400,000 trees in neighborhoods and in commercial districts. More than 100,000 street lights were installed to ensure the safety of community residents.

STREET IMPROVEMENTS WITH CDBG FUNDS

<u>MILES OF STREETS</u>	<u>MILES OF CURBS, GUTTERS</u>	<u>NUMBER OF STREET TREES</u>	<u>NUMBER OF BRIDGES</u>	<u>NUMBER OF PARKING SPACES</u>	<u>NUMBER OF STREET LIGHTS</u>
6,183	3,708	396,636	530	49,670	102,741

Jurisdictions used CDBG funds to improve the safety of their communities and to improve the environments. Although street paving, curb improvement, and parking space installation remained rather evenly distributed among most distressed and lesser distressed communities, there were large differences in street light installation and tree planting. Communities with the most community development need expended about one-half of all CDBG funds, yet they installed nearly five times the number of street lights that communities with the least community development need did. In fact, those grantees installed 580 street lights each, enough to light 14 miles of streets if lights are 50 yards apart.

Water and Sewer Facilities. Communities improved or constructed a significant number of water and sewer facilities with complete or partial CDBG funding: Nationally, over 1,000 miles each of waterlines, sanitary sewers, and storm sewers were laid with CDBG funds. These projects were more likely to take place in smaller cities and in the South. Entitlement Communities with populations of under 100,000 expended 36 percent of the CDBG funds but were responsible for the production of the majority of all water and sewer facilities. For example, about 890 miles of waterlines were laid or replaced in smaller cities (under 100,000 persons), while only 30 miles were laid in communities of one million or more persons.

<u>WATER AND SEWER FACILITIES WITH CDBG FUNDS</u>		
<u>MILES OF WATERLINES</u>	<u>MILES OF SANITARY SEWERS</u>	<u>MILES OF STORM SEWERS</u>
1,693	1,352	1,137

Parks, Playgrounds and Recreational Facilities. Many CDBG communities undertook projects with full or partial CDBG funding to provide recreational facilities for their residents. Nearly 6000 neighborhood parks, 1000 recreation centers, and 20,000 acres of playfields were provided.

<u>RECREATIONAL FACILITIES WITH CDBG FUNDS</u>			
<u>NUMBER OF NEIGHBORHOOD PARKS</u>	<u>NUMBER OF RECREATION CENTERS</u>	<u>ACRES OF CITYWIDE PARKS</u>	<u>MILES OF BIKE PATHS</u>
6,082	1,070	20,598	243

Considering communities which undertook recreational improvements, there was little difference in the total provision of facilities among the most distressed and lesser distressed cities. Since the least distressed communities expended half as many CDBG dollars from 1975 to 1979 as the most distressed communities, it is evident that the least distressed communities gave greater emphasis to recreational facilities than the most distressed communities. On average, the most distressed and least distressed communities each built or improved nine neighborhood parks and three neighborhood centers, and two and two-thirds miles of bike paths. They each built or improved at least 50 acres of citywide park space, although the least distressed communities improved 64. The number of recreational facilities developed with CDBG funds was rather evenly distributed between communities of low distress and high distress. For example, least distressed communities completed almost 3100 neighborhood park projects; and high distress communities completed about 2260 neighborhood park projects. Low distress communities developed 10,500 acres for city-wide park projects; and high distress cities 7,600 acres. Conversely, moderately distressed jurisdictions had far less involvement in recreational activities.

Other Public Facilities. CDBG funds played a role in constructing or rehabilitating about 700 senior citizen centers, over 2200 facilities for handicapped persons, and over 1000 neighborhood centers. Of the 2200 handicapped centers, cities in the West and the South provided just over 1600 of these centers.

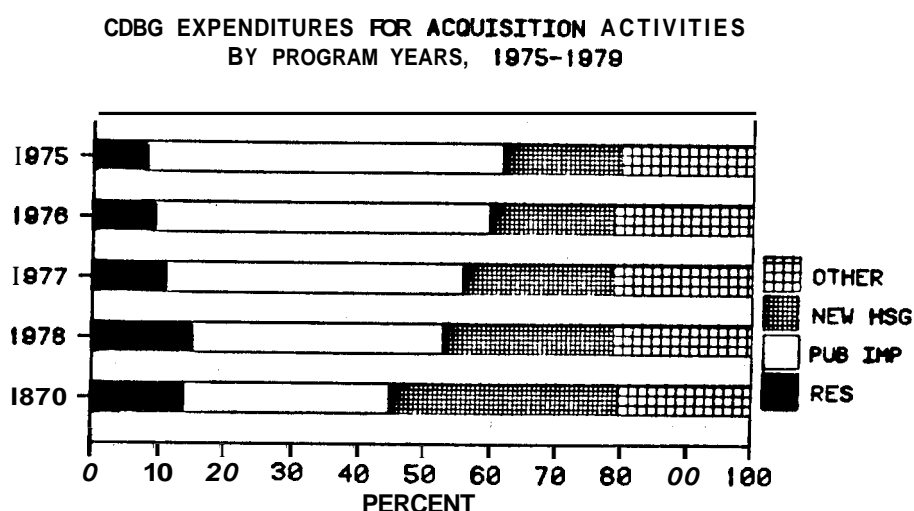
<u>OTHER PUBLIC FACILITIES WITH CDBG FUNDS</u>		
<u>NUMBER OF SENIOR CENTERS</u>	<u>NUMBER OF HANDICAPPED FACILITIES</u>	<u>NUMBER OF NEIGHBORHOOD CENTERS</u>
705	2,254	1,132

ACQUISITION AND CLEARANCE ACCOMPLISHMENTS

The trend of decreasing expenditures for public improvements across the 1976 to 1979 time period is mirrored in CDBG acquisition and clearance spending. The role of spending for acquisition⁸ and clearance projects also declined as the CDBG programs matured. In the first year, acquisition and clearance projects accounted for one-fifth of spending. By 1979, such activity accounted for only 14 percent of total CDBG expenditures.

Overall, acquisition and clearance activity meant that many unsafe buildings and hazardous conditions were eliminated from the community and that sites were acquired for future park or housing projects. Communities acquired land with CDBG funds so that construction of rental units under a variety of state and federal programs could proceed. In fact, CDBG acquisition spending took place in conjunction with the provision of about 11,500 units of Section 8 New Construction for Elderly Persons, 12,600 Public Housing units, and 6000 Section 8 New Construction family units. CDBG funds assisted, through acquisition or public improvement projects, in the development of a total of approximately 52,000 residential units. The distribution of these units among various federal assistance programs is detailed in Appendix A-Section 3.

FIGURE 4-4



Demolition activity accounted for less than three percent of community development expenditures in each of the first five years of the program. However, with these funds communities eliminated over 69,000 buildings which were determined by the local communities to be unsafe or unsuitable. The overwhelming majority of those structures, 85 percent, were single family houses. Only four percent were rental buildings, and only 6 percent were business structures.

<u>STRUCTURES DEMOLISHED WITH CDBG FUNDS</u>					
<u>NUMBER OF HOUSES</u>	<u>NUMBER OF RENTAL BUILDINGS</u>	<u>NUMBER OF COMMERCIAL BUILDINGS</u>	<u>NUMBER OF INDUSTRIAL BUILDINGS</u>	<u>NUMBER OF OTHER BUILDINGS</u>	<u>TOTAL</u>
59,078	2,805	3,971	235	2,935	69,024

Although most demolition was of houses, there were communities that undertook demolition of a significant number of other structures as well. Communities in the North Central region demolished a number of non-residential and non-business structures, an average of 35 such structures in 44 cities. Three grantees with populations over one million cleared 544 of these structures.

With regard to distress, the type of buildings cleared varied somewhat across communities. The most distressed communities with demolition programs demolished about 115 houses each, while less distressed jurisdictions cleared about 80 to 90 houses. Although highly distressed communities cleared three times as many rental buildings, they eliminated about the same number of commercial and industrial buildings as lesser distressed jurisdictions. In fact, clearance of rental buildings accounted for seven percent of demolition activity in the most distressed communities but only two percent in lesser distressed communities.

CDBG demolition activity resulted in the elimination of about 75,000 residential units, mostly in single family buildings. One-half of all residential units cleared were in the most distressed communities. Smaller cities and communities in the South were responsible for the removal of more residential units than larger communities and communities in other regions of the country. There, grantees with clearance programs averaged 172 cleared apartments.

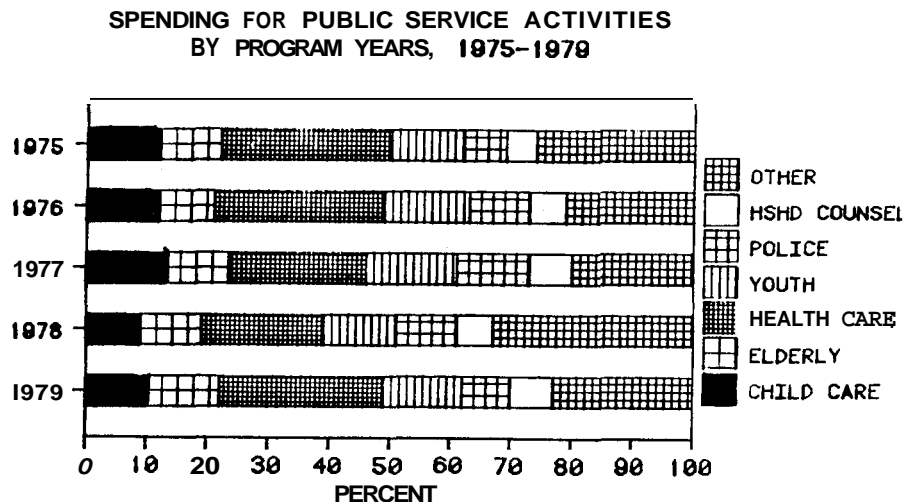
<u>RESIDENTIAL UNITS DEMOLISHED WITH CDBG FUNDS</u>			
<u>NUMBER IN SINGLE FAMILY BUILDINGS</u>	<u>NUMBER IN MULTIFAMILY BUILDINGS</u>	<u>NUMBER IN OTHER BUILDINGS</u>	<u>TOTAL NUMBER</u>
66,802	19,012	3,130	88,944

PUBLIC SERVICE LISHMEN

Services to families and individuals have consistently accounted for about one-eighth of all CDBG community development spending; Even though CDBG public service activities remained minor in the aggregate, the services complemented other physical improvement activities. Over the years covered by the survey, the range of public service activities was broad, and the

distribution of spending among service categories remained stable. Public services were provided in the form of child care, health care, services to elderly and youths, police service, housing counseling; and a myriad of other services, such as crisis centers, training programs, and community groups support.

FIGURE 4-5



Communities provided public services with full or partial CDBG funding. They supported over 23,000,000 days of child care, and they serviced elderly persons some 26,000,000 times--usually with meals or home visits. Individuals with health care needs were assisted over 6,000,000 times.

<u>SERVICES PROVIDED WITH CDBG FUNDS</u>		
<u>DAYS OF CHILD CARE</u>	<u>NUMBER OF SERVICES TO ELDERLY</u>	<u>NUMBER OF SERVICES FOR HEALTH CARE</u>
23,311,764	26,372,585	6,621,179
<u>NUMBER OF HOUSEHOLDS COUNSELED</u>	<u>NUMBER OF SERVICES TO YOUTH</u>	<u>DAYS OF POLICE SERVICE</u>
760,532	17,462,425	1,002,656

Many Entitlement Communities supported extensive and varied public service programs. Roughly 150 cities offered programs in the categories of child care, elderly, youth, household counseling, and health care. More Hold Harmless Cities provided health care programs than any other service.

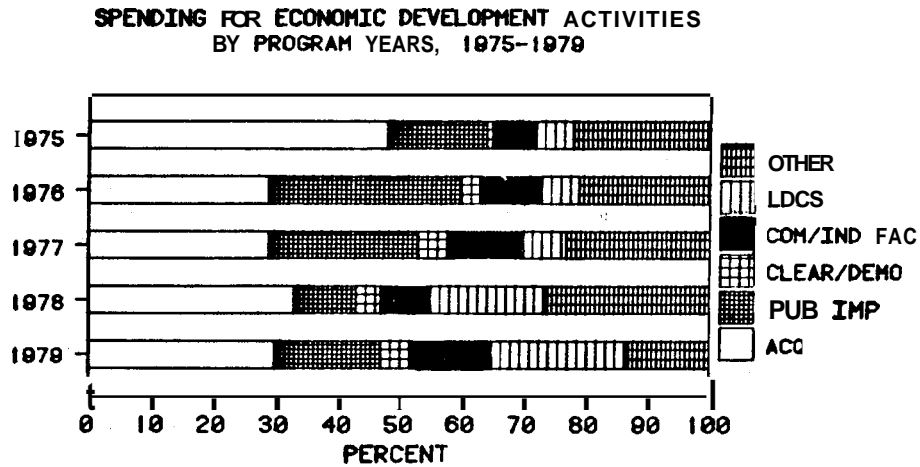
Public service programs were most active in the most distressed communities. On average, the most distressed communities provided about 150,000 units of service to elderly persons, more than twice the average amount of lesser distressed communities' programs. With regard to health care, a distressed community serviced four times more persons and eight times more youths. In addition, police service in the most distressed communities was supported at five times the level of lesser distressed communities. CDBG public service programs assisted far more residents in the most distressed communities than in less distressed communities.

ECONOMIC DEVELOPMENT

Although the Housing and Community Development Act of 1974 did not include economic development among its national objectives until it was added by the 1977 Amendments to the Act, many communities used CDBG funds to stimulate commercial and industrial development and to create jobs for low- and moderate-income people throughout the five years. The 1977 Housing and Community Development Act Amendments added economic development as an additional national objective and included specific eligible activities grantees could fund. Because economic development was not a national objective in its own right prior to 1977, it received a relatively low proportion of CDBG funds. Through the first three years, economic development spending accounted for only about five percent of CDBG funds but in 1979, the amount expended rose to 12 percent. That year was the first in which there was a separate budget line for economic development in the CDBG application.

Grantees undertook a wide variety of activities with these funds. Acquisition of property for commercial and industrial purposes accounted for one-third of economic development spending during the 1975 to 1979 period. Acquisition of property for economic development purposes declined and remained stable at about 30 percent of the economic development total following a first year high of 48 percent. Spending for public improvements for economic development surged during the second and third years, but has returned to a more modest level of 17 percent of economic development spending. In every year, increasing proportions of funds were devoted to local development corporation (LDCs) activities. In the last two years about one-fifth of CDBG economic development spending supported local development corporations.

FIGURE 4-6



CDBG funds made possible the acquisition of approximately 4,000 acres for both commercial and industrial economic development during the first five years. Seventy percent of the acreage was acquired in the Northeast and in the South. On average, grantees acquired more acreage for industrial development than for commercial development, since industrial firms required more land for development. Smaller cities (those with under 100,000 persons) acquired industrial land at an average of 43.9 acres each, while larger jurisdictions acquired land for the same purpose in much lower amounts. Communities at all distress levels procured nearly the same acreage both for commercial and for industrial development, about 7 acres for the former and 30 acres for the latter.

ECONOMIC DEVELOPMENT WITH CDBG FUNDS			
ACRES FOR COMMERCIAL DEVELOPMENT	ACRES FOR INDUSTRIAL DEVELOPMENT	NUMBER OF JOBS GENERATED	NUMBER OF JOBS RETAINED
1,289	2,832	145,992	126,018

Nationally, CDBG entitlement communities reported that approximately 146,000 jobs were created and 126,000 jobs were retained during the five years through the use of CDBG funds for economic development. It should be emphasized that these figures only apply to jobs created and retained through CDBG economic development expenditures (which account for only a relatively small part of the program) and not the total jobs created and retained through the total program. Thirty-seven percent of the jobs created through CDBG economic development activities were located in the Northeast and twenty-two percent were located in the West. Of the jobs retained through the use of CDBG funds, approximately 60 percent of them were located in the Northeast and 25 percent were located in the North Central census regions.

The most distressed communities accounted for a large number of jobs generated (116,500) and retained (106,000), an amount ten times greater than the least distressed communities. The average most distressed grantee created 1,044 jobs and retained 1,129 jobs through the full or partial CDBG funding. Considering that the most distressed communities received 52 percent of all CDBG funds and the least distressed received 27 percent, these data indicate the relatively greater emphasis placed on employment in the most distressed communities.

Approximately one-third of all grantees in the United States developed written economic development strategies for utilizing CDBG funds. These strategies often included plans to attract, retain, and expand business firms. Seventy-eight percent of those grantees with written economic development strategies indicated business attraction was an element of their strategy, 67 percent emphasized business expansion, and 77 percent emphasized business retention. Four out of five grantees with a written strategy mentioned downtown development as an element of their strategy; and, finally, three-quarters indicated job creation was an element of their activities.

In summary, the purpose of this chapter has been to provide an overview of national accomplishments supported by CDBG entitlement funds. Findings are based upon weighted responses from information provided by entitlement grantees to a 1980 nationwide survey. As such, the information presented in this chapter represents an initial and unique attempt at providing insight into just what CDBG funding has meant in terms of actual physical and social accomplishments.

The information contained in this chapter and its respective appendices also offers individual communities a basis for judging their accomplishments compared with other similar communities. These data provide a bench mark against which Congress can assess the national program and communities, public interest groups, local leaders, and citizens can assess their own community development programs.

The final chapter, comprised of five sections, discusses issues which are important to the scope and direction of the CDBG program.

FOOTNOTES

CDBG funds are distributed to communities through the Entitlement, Small Cities, Secretary's Fund, and Financial Settlement programs. This Chapter discusses only entitlement grantee accomplishments. Appendix A-III provides detailed accomplishment information by the three CDBG entitlement types of communities: Entitlement Cities, Urban Counties, and Hold Harmless Cities.

²A discussion of the 1980 CDBG Accomplishment Survey is found in the Methodological Appendix. The discussion includes a description of survey respondents and the weighting scheme employed to produce national projections.

³Because respondents in the 1980 Accomplishments Survey were asked to cross CDBG budget lines, activities categorized in this chapter are not necessarily compatible with previous definitions. Throughout this chapter, the following definitions of activities are used.

Rehabilitation in the CDBG Accomplishments Survey was defined as: All activities having to do with reconstructing or repairing homes or buildings, including activities shown in the HUD CDBG budget forms under "Rehabilitation Loans and Grants," plus other activities including those which might be listed under the budget lines "Completion of Urban Renewal Projects," "Continuation of Model Cities Activities," or "Clearance, Demolition and Rehabilitation."

Public Improvements in the CDBG Accomplishments Survey was defined as: All street improvements, water and sewer improvements, parks, playgrounds and other recreational improvements, senior centers, neighborhood facilities, and other public facilities and improvements. Improvements ordinarily considered completion or continuation of Urban Renewal or Model Cities activities were included. Public improvements for economic development were not included.

Because Acquisition of Real Property and Clearance and Demolition sometimes occur together, these two activities are grouped together. Acquisition was defined in the CDBG Accomplishments Survey as: Activities having to do with taking title to real property shown in the HUD CDBG budget forms under "Acquisition of Real Property." Clearance and Demolition was defined as: All activities having to do with clearing or demolishing structures shown in the HUD CDBG budget forms under "Clearance and Demolition." Both definitions include appropriate accomplishments under HUD budget lines "Completion of Urban Renewal Projects," and "Continuation of Model Cities Activities."

Public Services was defined in the CDBG Accomplishments Survey as: All activities having to do with services to families and individuals included in the HUD CDBG budget forms under Public Services. Applicable services to households and individuals shown under the budget lines "Completion of Urban Renewal Projects," and "Continuation of Model Cities Activities" were included if appropriate.

Economic Development was defined in the CDBG Accomplishments Survey as: All activities shown in the HUD CDBG budget forms under "Clearance and Demolition," "Acquisition and Public Facilities," that have been funded for economic development purposes, plus activities specifically designated as economic development, including commercial and industrial facilities and grants to non-profit development corporations.

⁴The definition and categorization of community distress that is used in this chapter may be found in the Methodological Appendix.

⁵The total excludes those units that received cosmetic rehabilitation, such as exterior painting. Therefore, the total reflects substantial rehabilitation efforts by the communities.

⁶Small rental buildings include investor-owned structures containing one to four units. Large rental buildings refer to privately-owned structures containing five or more units.

⁷The number of rehabilitated units in 1979 was much higher than reported here, since the data are complete only through September 30, 1979. The majority of Entitlement Cities (approximately 80%) had begun their program years between June and September and hence they only reported a few months of activity. As a result, care should be used in interpreting 1979 information for all tables since many communities were not reporting on a full program year.

⁸Acquisition in this section of the chapter does not include activities to promote economic development. Acquisition for economic development is discussed in the final section of this chapter.

CHAPTER 5: CDBG PROGRAM ISSUES

This chapter is composed of five sections, each discussing an issue of current importance to the Community Development Block Grant program. These include: Section 1 - Expenditure Rates; Section 2 - Contract Conditioning; Section 3 - Neighborhood Strategy Areas; Section 4 - CDBG Economic Development; and Section 5 - Planned Housing Assistance.

SECTION 1: CDBG EXPENDITURE RATES

OVERVIEW

Local capacity and program progress are difficult goals to measure in any public program. HUD has employed a variety of techniques to gauge the achievement of these ends in the Community Development Block Grant program. The measure that has been used most often on a comparative basis to assess local progress in the Block Grant program is the expenditure rate, the ratio of the total amount of Block Grant funds the locality has actually expended to the total amount of community's grant over all program years. The purpose of this chapter is to describe the patterns and trends in the expenditure rates of CDBG Entitlement Communities. Consequently, this section provides a different perspective on implementation than did Chapter 4.

The information used in this section was derived from a variety of sources. The principal source was a data base created for this analysis. This data base merges existing city level information and CDBG monthly expenditure rate data in a form which permits comparison between cities and analysis over time. This information was supplemented by data from other sources: CDBG accounting information, 1980 Grantee Performance Report data, and telephone survey responses.

The overall spending rate of the Block Grant program as of December 31, 1980 was 73 percent. The Entitlement Communities have dramatically increased spending in the last three years. Small Cities expenditure rate acceleration is of a more recent origin but has been equally dramatic.

Four major findings were identified regarding CDBG expenditure patterns. First, despite the fact that there is still a large unexpended balance in the Block Grant program, Entitlement Communities have made significant advances in improving their spending rates. Second, variation in spending rates declined considerably during the 1978 and 1979 program years as communities with the lowest rates of spending accelerated spending relative to other grantees. Third, the unexpended balance of CDBG funds results principally from start-up difficulties in the early years of the program. Fourth, CDBG expenditure rates are equal to or better than those for other similar Federal grant programs.

Four factors were found to be significantly related to slower spending in the Block Grant program: Low levels of community distress; non-central city status;² lack of prior categorical program experience; and high phase-in status. These factors are all highly interrelated. The injection of significant amounts of CDBG funds into communities with little or no experience with Federal programs or community development programs (i.e., high phase-in communities) apparently overloaded the capacity of those communities

to absorb the new resources. One result was initial delay in CDBG program implementation.

When local Community Development (CD) Directors were asked what the major sources of delay were in their CD programs, they attributed delay most frequently to local program organization and administration. Similarly, they explained spending rate acceleration in their communities principally in terms of improved local procedures, better and/or more staff, and improved coordination.

BACKGROUND

Since the inception of the Community Development Block Grant program, expenditure rates have been commonly used as a measure of program progress. The basic assumption underlying the use of expenditure rates as a performance measure is that the ability of a community to undertake community development projects is indicated by the speed with which it expends Block Grant funds. Therefore, a grantee which has problems in its community development program will have difficulty expending CDBG funds on a timely basis. HUD has considered spending rates to be a useful, if imperfect, indicator of local performance, particularly when used in concert with other measures.

Since 1977, HUD, Congress, and the General Accounting Office have expressed continuing interest in and/or criticism of expenditure rates and the balance of unexpended funds in the CDBG program. Although each viewed the issue somewhat differently, there was one common thread of concern: Low expenditure rates indicate continuing local inability to implement the Block Grant program expeditiously.

The GAO raised an additional issue in a brief report published in August, 1980 (CED-80-137). This report expressed concern about potential program abuses that might result from HUD's efforts to accelerate local CDBG spending. It raised the possibility that communities might make inappropriate changes in local projects to increase their spending, thereby directing local efforts away from the genuine needs of the community.

Although a brief examination of expenditure rates in the major Block Grant component programs is provided, the focus of this chapter will be on Entitlement Communities. Two considerations account for this emphasis. First, the Entitlement Community program constitutes the greatest share of CDBG funding (78 percent) and, consequently, the greatest share of the unexpended balance. This program also has attracted most attention when the spending rate issue has been raised by Congress, the GAO, and HUD itself. Moreover, because entitlement jurisdictions receive continued annual funding it is possible to compare and to trace the progress of the same Entitlement Communities over time.³

EXPENDITURE RATES BY PROGRAM CATEGORIES

As has been noted in previous chapters, the Community Development Block Grant program is not one program but a variety of programs. Not surprisingly, a program with such varying purposes, target populations, distribution

mechanisms, and application requirements also displays varying spending patterns. Table 5-1-1 illustrates the variation in spending rates among CDBG programs with the cumulative expenditure rates for each program. An examination of this table reveals that, as of December 31, 1980, 73 percent of all funds allocated to all Block Grant recipient communities between FY1975 and FY1980 had been expended.

TABLE 5-1-1

**DISBURSEMENT RATE OF CDBG FUNDS BY PROGRAM AND FISCAL YEAR
AS OF DECEMBER 31, 1980**

PROGRAM	FISCAL YEAR					
	18751076	1977	1978	1870	1980	Cumulat.
Entitlement						
Total	99.6%	99.4%	95.9%	56.2%	7.2%	74.7%
Metro	09.6%	99.4%	96.6%	56.5%	1.2%	73.4%
Non-Metro	99.6%	98.8%	84.8%	48.1%	—	93.2%
Small Cities						
Total	99.5%	97.2%	92.2%	67.0%	15.2%	66.7%
Metro	09.3%	97.3%	90.0%	62.9%	14.3%	64.2%
Non-Metro	99.6%	97.2%	93.1%	68.7%	15.5%	67.7%
Secretary's Fund	92.5%	84.3%	69.1%	47.7%	18.8%	60.3%
Financial Settlement	96.0%	82.0%	68.0%	34.0%	100.0%	71.3%

Source: Financial Analysis and Investment Division, Office of Finance and Accounting

Entitlement Program. Table 5-1-2 presents cumulative drawdown rates at the end of FY1980 for entitlement jurisdictions including Metro Cities, Urban Counties, and Hold Harmless Communities. It indicates that Urban Counties in the aggregate are spending Block Grant monies more slowly than their Metro City counterparts.

TABLE 5-1-2
CUMULATIVE DRAWDOWN RATES BY ENTITLEMENT GRANTEE CLASSIFICATION¹
(Dollars in Millions)

GRANTEE CLASSIFICATION	CUMULATIVE LETTER OF CREDIT AMOUNT	DRAWDOWN AMOUNT	DRAWDOWN RATE	NUMBER OF GRANTEES
Entitlement				
Metropolitan	\$11,589	\$7,821	67.5%	558
Urban Counties	\$1,722	\$1,030	59.8%	85
Hold Harmless				
Metropolitan	\$640	\$567	88.6%	262
Non-Metropolitan	\$1,032	\$880	85.3%	432
Total	\$14,943	\$10,298	68.7%	1,337

¹As of September 30, 1980

Source: Compiled by Office of Evaluation from data provided by Data Systems and Statistics Division, Office of Management,
Community Planning and Development, HUD

Urban Counties share features that set them apart from other entitlement grantees. Many of them had very limited experience with Federal funding in community development prior to the Block Grant program. Consequently, it was necessary for them to establish an administrative structure before they could implement the new program. Moreover, Urban Counties rarely implement CDBG program activities directly. Rather, the other jurisdictions in the Urban County often execute specific projects. The county is dependent upon those communities to plan and implement projects in an expeditious manner. In the first years of the Block Grant program, many counties employed a pass-through method to distribute CDBG funding to participating jurisdictions. The share that each community would receive was predetermined, and the county simply passed the grant funds through to the recipient jurisdictions, thereby leaving little discretion or leverage to the county to accelerate community implementation. As Urban County programs matured and HUD's interest in program progress became more evident, county-wide community development agencies sought to assert greater control over distribution and use of Block Grant funds.

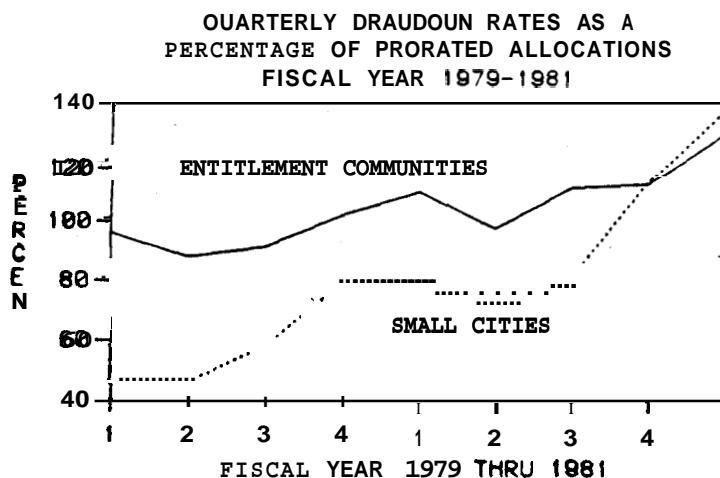
Table 5-1-2 also illustrates the impact of phasedown grants on the aggregate spending picture. Part of the Hold Harmless provisions built into the 1974 Act was intended to ensure that small communities which had received funding under previous categorical programs were not unduly penalized by the transition to a Block Grant program. Therefore, they were allocated a share of the entitlement funds which was to decrease from year to year and was to phase out entirely by FY1980.

Naturally, because there have been no additional allocations to the Hold Harmless program, the spending rates are now very high. However, since this segment has progressively decreased in size, the effect of this high rate of spending on the spending rates for the entire CDBG program is negligible.

Small Cities Program.

Table 5-1-1 indicated that the Discretionary or Small Cities program has a lower aggregate spending rate (67 percent) than the Entitlement program. However, there is evidence that there has been a dramatic acceleration in the spending rate of communities in the Small Cities program. Figure 5-1-1 suggests that spending rates are increasing in both the Entitlement and Small Cities programs with the Small Cities in the first quarter of FY1981 spending at a greater rate than their Entitlement counterparts. Average monthly spending of Small Cities Communities for the first three months of FY1981 is 3.3 times that of the same period in FY1979 and two times that of the same period in FY1980.

FIGURE 5-1-1



SOURCE: COMPILED FROM DATA PROVIDED BY DATA SYSTEMS AND STATISTICS
DIVISION. OFFICE OF MANAGEMENT, COMMUNITY PLANNING AND DEVELOPMENT

A simple comparison of the processes of approving grantees in the Entitlement and Small Cities programs accounts for some differences in spending rates. The Small Cities application process is a two-stage procedure, involving both pre-applications and full applications. Consequently, some grant approvals in early program years went out after the Federal fiscal year in which funds had been appropriated had ended. Small City grant approvals still do not occur until well into the fiscal year. This means that spending rates by fiscal year seriously overstate the amount of time Small Cities have had to expend the funds before the Federal fiscal year ends. Recent efforts have been made to streamline the application and approval process, but given the nature of the program, some degree of deliberateness is likely to remain.

The discretionary nature of the **Small** Cities program also accounts for some differences. Nearly half of the grant recipients in any given year are new participants. Many of them have little or no prior experience with Federal programs or community development programs. **As** a consequence, a period of learning-takes place during each grant.

than the other CDBG programs. However, this is for the most part due to the nature of the program. Disaster funds, for instance, are allotted only when disasters occur and, therefore, do not coincide with fiscal years. The Technical Assistance component is subject to lengthy Federal contracting procedures that lie outside program control. Competition for Innovative

Financial Settlement Fund. In contrast, the Financial Settlement Fund has experienced a relatively high rate of spending throughout the program's **six-** year history. **This stems in part** from contractual preconditions which allow HUD to withdraw grant funds from cities that fail to spend their grant within a specified date. Financial Settlement grantees have strong incentives to draw down funds expeditiously.

1

PATTERNS AND TRENDS IN **RATES** OF SPENDING FOR ENTITLEMENT COMMUNITIES

This section provides a description of patterns and trends in rates of spending **in** the entitlement portion of the Block Grant program.

Cumulative and Annual Expenditure Rates. Throughout the life of the CDBG program, expenditure rates, however they are calculated, have shown a steady and significant increase. For instance, since 1977 the cumulative expenditure rate; the expenditure rate cumulated over all years of the program, has increased from 42 to 68 percent for Entitlement Communities.

TABLE 5-1-3
CUMULATIVE AND ANNUAL SPENDING FOR ENTITLEMENT
COMMUNITIES BY FISCAL YEARS
(Dollars in Billions)

	FISCAL YEAR					
	1975	1976	1977	1978	1979	1980
Cumulative Entitlement	\$1.84	\$3.92	\$6.33	\$8.95	\$11.60	\$14.33
Cumulative Unexpended Balance	\$1.81	\$2.82	\$3.67	\$4.45	\$4.72	\$4.69
Annual Unexpended Balance	\$1.81	\$1.01	\$0.85	\$0.78	\$0.27	-\$0.07
Cumulative Expenditure Rate	2%	28%	42%	50%	59%	68%
Annual Expenditure Rate	2%	52%	64%	70%	90%	103%

The annual expenditure rate (all funds spent in a fiscal year divided by funds authorized in that year) offers a somewhat different picture because it identifies a community's performance over a shorter time period. It has also increased dramatically. In 1977, Entitlement Communities were expending funds at a rate of 64 percent of their annual entitlement rate. By 1980, this figure was 103 percent of their annual grant. In other words, communities were, on average, spending more funds in FY1980 than they received for that fiscal year. In FY1980, Entitlement Communities were spending 1.8 times the amount of Block Grant funds they had spent in FY1977. To the extent that rate of spending indicates local government capacity, enhancement of capacity clearly has taken place.

Unexpended Balance. Another way to view spending and performance issues is to consider the unexpended balance of Block Grant funds. By the end of FY1980, the balance for the Entitlement program amounted to \$4.64 billion or the equivalent of 1.8 years of the average annual allotment to Entitlement Communities.

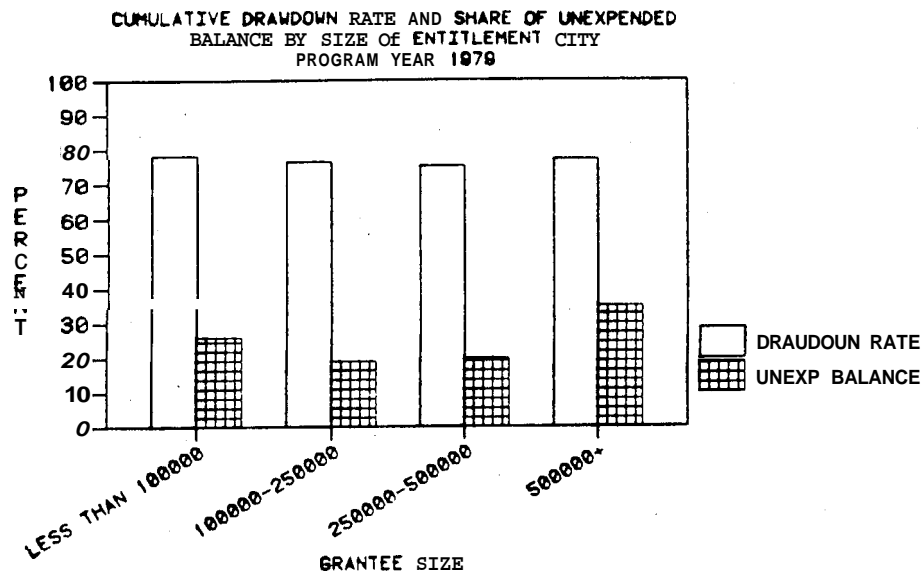
Table 5-1-3 illustrates how the unexpended balance developed over time. It indicates that the balance is in great part a vestige of the first years of the program. By the end of the third year of the program, 77 percent of the current unexpended balance had been amassed.

The annual unexpended balance (the increment added or subtracted from the cumulative unexpended balance in any fiscal year) reinforces this conclusion. The unexpended balance increased over the first five years of the program but at progressively smaller increments. In FY1980, as Entitlement recipients in the aggregate spent more than their yearly allotment, the unexpended balance was decreased by \$70 million. If this trend of accelerated spending is

extended into the future and entitlement authorizations remain stable, shrinkage of the unexpended balance also should accelerate.

Unexpended Balance and Grantee Size. Figure 5-1-2 offers yet another perspective on the relationship between drawdown rate and the unexpended balance. Although unexpended balance and rate of spending are two measures of program progress, considerations other than spending rate enter into explaining the composition of the unexpended balance. The figure illustrates the distribution of the unexpended balance for Entitlement Cities by grantee size at the end of their 1979 program year. The largest grantees, because of the fact that they receive the largest share of CDBG funds (approximately 35 percent), account for the largest share of the unexpended balance.

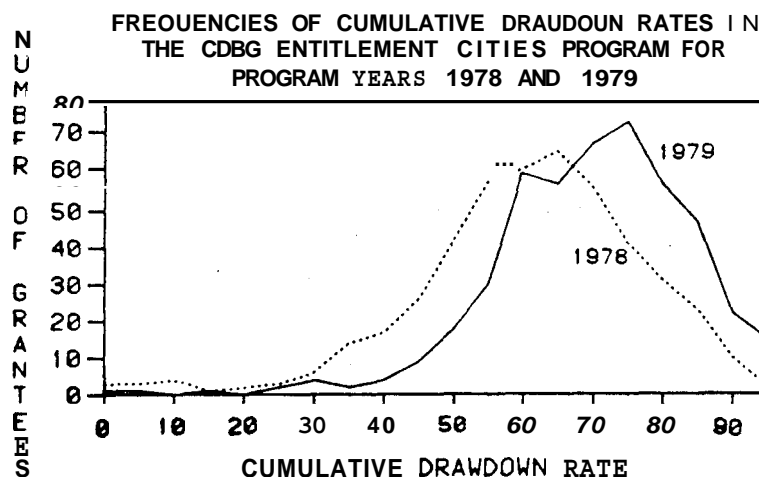
FIGURE 5-1-2



SOURCE: OFFICE OF EVALUATION CDBG EXPENDITURE RATE DATA BASE

Decreasing Variations in Drawdown Rates. Comparison of the drawdown rates for the 1978 and 1979 program years (PY) indicates another major trend. See Figure 5-1-3. Not only is the rise in rate of spending evident, but so is a decreasing variation in spending rates.

FIGURE 5-1-3



SOURCE: OFFICE OF EVALUATION, CDBG EXPENDITURE RATE DATA BASE

This declining variation in drawdown rates indicates that Entitlement Cities which were relatively slow spenders in the past have accelerated their spending vis a vis other grantees. The one-third of the cities with the lowest spending rates in PY1978 had increased their mean drawdown rate by more than 50 percent by the end of the next program year. In contrast, the one-third who had the highest spending rates in PY1978 increased their expenditures by an average of only three percent in PY1979.

Local Obligations and Spending Rates. If a grantee has not drawn down a significant portion of its entitlement grant, the question arises whether it has made progress in implementing projects short of actually having drawn down the funds. Table 5-1-4 indicates that a substantial proportion of the aggregate unexpended balance has, in fact, been obligated by Entitlement Cities. (i.e., communities have incurred binding commitments ultimately to pay out money for products, services, or other purposes related to specific projects.)

TABLE 5-1-4
EXPENDITURES, OBLIGATIONS AND UNOBLIGATED BALANCE AS A
PERCENTAGE OF ANNUAL ENTITLEMENT BY PROGRAM YEAR
(n = 113)

	PROGRAM YEAR				
	1975	1976	1977	1978	1979
Expenditures	97.2%	95.2%	80.6%	62.1%	38.8%
Obligations	0.7%	1.4%	3.0%	20.9%	25.8%
Unobligated Balance	2.1%	3.4%	6.4%	17.0%	35.4%
Total	100.0%	100.0%	100.0%	100.0%	100.0%

Source: Office of Evaluation, Community Planning and Development, HUD, 1980 Grantee Performance Reports

Analysis of a sample of 1980 Grantee Performance Reports indicates that Entitlement Cities had by the end of their 1979 program year spent or obligated 98 percent of FY1975, 97 percent of FY1976, 94 percent of FY1977, 93 percent of FY1978 and 65 percent of FY1979 funds. Those communities had expended almost all of their entitlements for the first three program years. For FY1978 and 1979, significantly smaller amounts had actually been spent, 62 percent and 39 percent respectively. However, a significant portion of the unexpended balance, 55 percent in FY1978 and 42 percent in FY1979, had, in fact, been obligated by the Entitlement Cities. Apparently, cities have been effective in expending or obligating a substantial amount of the total CDBG funds they received between 1975 and 1979.

Spending Rates in Other Federal Programs. Comparison of cumulative expenditure rates in the CDBG program with other similar Federal programs indicates that expenditure rates in the CDBG program are similar and slightly higher than most of the other Federal programs examined. See Table 5-1-5. The programs selected for comparison are, with the exception of the Comprehensive Employment Training Act, large Federal-to-local physical development grant programs. Cumulative expenditure rates for five of the six physical development grant programs are very similar, ranging from 61 to 71 percent. The cumulative expenditure rate for the CDBG program falls near the upper end of the range at 68 percent. This is so despite the fact that it is the newest of the programs.

TABLE 5-1-5
CUMULATIVE OROWDOWN RATES FOR SELECTED FEDERAL PROGRAMS,
1980

Agency or Department	Program	Years in Operation	Cumulative Drawdown as of Sept. 30, 1980
Labor	Comprehensive Employment Training Act	0	91%
Farmers Home Administration	Rural Development Grants	7	71%
Housing and Urban Development	Community Development Block Grants	8	88%
Economic Development Administration	Public Works	15	87%
Transportation	Urban Mass Transportation	13	86%
Farmers Home Administration	Rural Water and Waste Disposal	15	81%
Environmental Protection Agency	Environmental Construction	9	48%

Source: Compiled from data provided by: Financial Analysis and Investment Division, Office of Finance and Accounting, Department of Housing and Urban Development; Budget Division, Farmers Home Administration; Office of Public Investments, Economic Development Administration; Financial Management Division, Financial Reports and Analysis Branch, Environmental Protection Agency; Office of Budget, Urban Mass Transportation Administration; Comptroller's Office, Employment Training Administration, Department of Labor.

The Block Grant program, while it has a clear physical development focus, also has a public service component. Comparison of spending progress in the CDBG program with a program with a services focus like CETA offers unsurprising results. CETA displays a demonstrably higher rate of spending.

FACTORS ASSOCIATED WITH DROWDOWN RATES

The previous section described expenditures rates and trends for the CDBG program. However, it is also necessary to describe why some Entitlement Communities have had higher drawdown rates than others. Two general groups of city characteristics were considered here: Demographic and programmatic variables. The demographic variables were city size, central city/non-central city status, and city distress level. The programmatic variables included phase-in status and categorical program experience. Once the relationship between each variable and drawdown rate was explored, the relative effect of each variable was measured through a multiple regression technique.

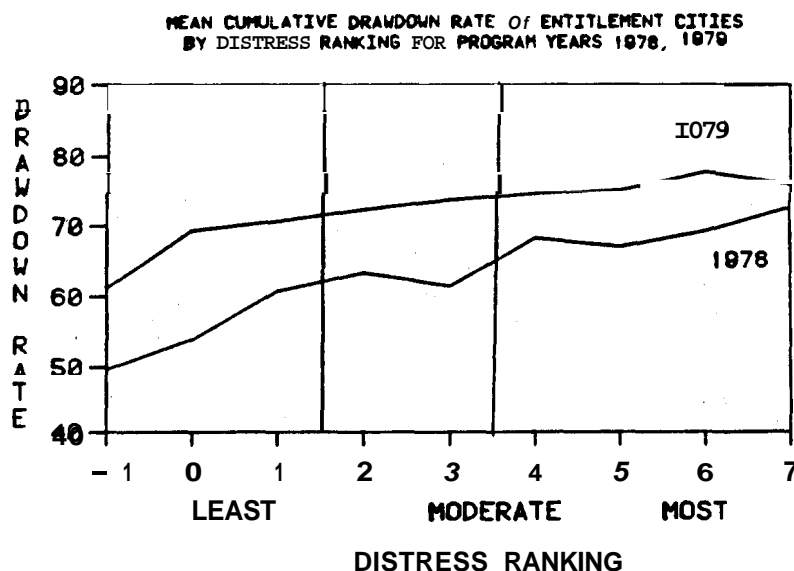
City Size. There are conflicting presumptions concerning the impact of community size upon local capacity. Many small communities, it is argued, lacked the prior experience and administrative apparatus necessary to plan and implement expeditiously a community development program. Conversely, it is maintained that smaller communities faced less complex implementation challenges than their larger counterparts, thereby permitting more timely implementation.

Figure 5-1-2 indicates that city size and drawdown rates are essentially the same among Entitlement Cities of very different sizes.

Central City/Non-Central City. Comparison of drawdown rates between entitlement central cities and non-central cities (a somewhat imperfect surrogate for suburban communities) yielded greater variation. Central cities display significantly higher mean drawdown rates than do non-central cities. In FY1978 central cities had an average cumulative drawdown rate of 62.3 percent while non-central cities had a rate of 54.2 percent, an 8.1 percentage point difference. By FY1979 the difference had narrowed somewhat to 72.3 percent and 67.8 percent respectively. These findings are consistent with the belief that suburban communities, on average, were less experienced with Federal programs than their central city counterparts, and, therefore, were more likely to suffer startup problems as they built up needed administrative capacity.

City Distress. It might be expected that communities with documented needs would possess a surplus of fully conceived community development projects and the incentive to carry those projects ahead toward completion. Figure 5-1-4 reveals a clear relationship between city distress and drawdown rate. Less distressed Entitlement Cities had much lower spending rates than more distressed Entitlement Cities. For FY1978, the gap between the mean drawdown for communities with the lowest and highest distress rankings was striking, 23 percentage points. By FY1979, the gap narrowed somewhat, but the relationship is still quite visible. The more distressed Entitlement Cities spent CDBG funds at a higher rate than less distressed Entitlement Cities.

FIGURE 5-1-4



Source: Office of Evaluation, Community Planning and Development, HUD CDBG Expenditure Rate Database.

Prior Categorical Experience. Entitlement Cities with prior HUD categorical program experience had higher CDBG drawdown rates than those with no experience, and the more experience they had, the higher their rate of

expenditure. In fact, as Table 5-1-6 indicates, cities which had participated in two or more categorical programs had significantly higher drawdown rates than those with some but less involvement. Entitlement Cities with extensive experience with HUD categorical programs may have had higher drawdown rates because they had established an administrative and planning structure to implement Federal programs, had developed regular channels of communication with Federal agencies, and had built up a supply of projects ready for federal funding if and when new funding became available.

TABLE 5-1-6
CUMULATIVE QRAWDQWN RATES FOR
ENTITLEMENTCITIES
BY PRIOR HUB CATEGORICAL EXPERIENCE

	PROGRAM YEAR		
	1978	1979	Number of Cities
None	53.1%	65.9%	171
1 Program	53.7%	65.4%	38
2 Programs	63.1%	72.1%	14Y
3 or More Programs	68.3%	75.8%	8J

Source: Office of Evaluation, Community Planning and Development, HUD, CDBG Expenditure Rate Data Base

Phase-in Status. The transition from categorical programs to the CDBG program involved a large grant increase for some communities. Provision was made for grantees who would receive significantly more funds under the CDBG formula than they had under the categorical programs to be "phased-into" the CDBG program incrementally. This provision reflected Congressional concern about the ability of Entitlement Cities with little or no previous experience to absorb and utilize rapid infusions of CDBG funds. These phase-in arrangements allowed such communities to receive partial entitlements for the first three years of the program with full entitlements thereafter. As an illustration, Dallas, Texas, increased its entitlement from \$3.6 million in its first program year to almost **\$15** million in its third.

The phase-in variable, then, taps several other variables--especially limited experience with Federal programs and the rapid injection of new CDBG funds into local community development programs. Table 5-1-7 indicates the relationship between phase-in status and drawdown rate.

TABLE 6-1-7
CUMULATIVE ORAWDOWN RATES
FOR ENTITLEMENT CITIES
BY PHASE-IN STATUS

PHASE-IN STATUS	PROGRAM YEAR		
	1978	1979	Number of Cities
High	52.1%	66.7%	143
Medium	54.6%	64.7%	29
Low	65.1%	74.3%	115
None	69.0%	76.3%	67

Source: Office of Evaluation, Community Planning and Development, HUD, CDBG Expenditure Rate Data Base

The variation among the four phase-in categories is substantial with the high phase-in communities drawing down CDBG funds at a much slower pace than lower phase-in communities. Entitlement Cities which were phased-into the CDBG program and received substantial annual increases in their CDBG entitlement amounts had more difficulty expending CDBG funds than communities which experienced stable funding. In PY1978, there was a gap of almost 17 percentage points between the mean drawdown rate of the high phase-in grantees and those who maintained stable funding during the first years of the program. In PY1979, the gap narrowed, but a difference of almost 10 percentage points remained. Phase-in cities, as anticipated, experienced greater problems implementing the CDBG program than non-phase-in cities.

Relative Impact of Selected Community Characteristics on Drawdown Rate. This section examines the relative impact of selected demographic (city distress level and population size) and programmatic (phase-in status, categorical program experience, and CDBG program difficulty) characteristics on CDBG drawdown rates. These variables were entered into a stepwise multiple regression equation with the 1978 and 1979 program year drawdown rates as dependent variables. Table 5-1-8 displays the results.⁹

TABLE 5-1-8

**STEPWISE REGRESSION OF VARIOUS CITY CHARACTERISTICS
ON CUMULATIVE DRAWDOWN RATES**

PROGRAM YEAR 1978			PROGRAM YEAR 1979		
	Multiple Correlation Coefficient ¹	Simple Correlation Coefficient ²		Multiple Correlation Coefficient	Simple Correlation Coefficient
Phase-In Status	.435	.435	Phase-In Status	.381	.38
City Distress	.452	.315	City Size	.396	-.007
City Size	.459	.038	City Distress	.404	.251
Program Difficulty	.461	.190	Program Experience	.406	.233
Program Experience	.463	.335	Program Difficulty	.407	.160

Source: Office of Evaluation, Community Planning and Development HUD, Expenditure Rate Data Base

¹ The figures in the multiple correlation coefficient column show the amount of variance explained by all variables added in the equation up to that point. Thus the coefficient of .452 in the second row is the coefficient produced when only two variables — Phase-In Status and City Distress — are included in the equation. Thus the coefficient of .463 in the bottom row is produced when all five independent variables are included in the equation.

² The simple correlation coefficient shows the relationship between only one independent variable and the dependent variable. Thus the coefficient .335 between Program Experience and the Drawdown Rate shows that experience, by itself, explains 10 percent of the variance in the drawdown rate (.335²).

All of the variables except population were significantly related to the drawdown rate for both program years. The single most important variable explaining drawdown was the same for both years: Phase-in status. What this suggests is that the infusion of Block Grant funds into communities with minimal prior experience was the single best explanation of community drawdown difficulties.

However, all of the factors considered are highly interrelated. Phase-in communities also tend to be nondistressed communities with limited categorical experience. Thus, these considerations are, to some degree, captured by the phase-in variable.

COMMUNITY EXPLANATIONS OF PROGRAM DELAY AND LOCAL RESPONSES TO DELAY

One alternative to the use of regression techniques in examining sources of lower drawdown rates or program delay is to interview responsible local community development officials about the extent, type and cause of serious delays their communities have experienced.

Results from a survey of 150 Entitlement City Community Development (CD) Directors indicated that 70 percent of the directors replied their community had faced serious instances of delay in administering their Block Grant program. Of these, three quarters attributed delay to local factors internal to their community while the remainder attributed problems to HUD or to other external forces (e.g., weather, governmental regulations). Most CD Directors believed that the changes necessary to improve program progress and to increase expenditure rates were within the scope of local control. See Table 5-1-9.

TABLE 5-1-9

PERCENTAGE OF CD DIRECTORS IDENTIFYING VARIOUS
SOURCES OF MAJOR PROGRAM DELAY (WEIGHTED)

<u>SOURCE OF DELAY</u>	<u>PERCENT</u>
Local Administration/ Staffing Problems	27%
Relationships with Other Local Agencies	15%
Activity or Project Specific Difficulties	22%
External Problems (e.g., weather, federal and state requirements)	20%
Local Politics	7%
HUD-related Difficulties	5%
Citizen Participation	2%

SOURCE: Office of Evaluation. Expenditure Rate City Telephone Survey, 1980.

When asked to identify the major sources of delay in implementing their CDBG programs, the CD Directors most frequently mentioned problems relating to the local organization and administration of their programs (42 percent). Twenty-two percent of the CD Directors described program delay in terms of specific local projects or activities rather than attributing the problem to their entire community development effort. Finally, strictly political concerns (i.e., local politics and citizen participation) were rather infrequently mentioned (9 percent) by the CD Directors as major causes of delay.

When CD Directors were asked what actions they had taken to address delay or expenditure rate difficulties, they stressed local administrative remedies. Thirty three percent of the CD Directors in communities experiencing a drawdown increase of 20 percent or more over a 12 month period cited administrative changes (either in structure or staff) as the principal source of improvement. An additional 27 percent attributed the expenditure rate improvement to procedural modifications in their program. These figures contrast dramatically with the percentage reporting reprogramming of CDBG funds (5 percent) or the completion of major projects (7 percent) as the major reason for their drawdown acceleration.

In conclusion this section has described patterns and trends in spending rates in the Block Grant program. It has also included an assessment of the factors associated with slower expenditure rates.

The next section discusses HUD's role in the Block Grant program in more detail. More specifically, it analyzes the **use** of contract conditioning in the Block Grant program.

SECTION 2: CDBG CONTRACT CONDITIONING

OVERVIEW

The conditional approval of CDBG entitlement applications has been a source of discussion and debate since its development and use in the early stages of the program. The conditional approval of an entitlement application is an administrative action in which "the full entitlement amount will be approved but the obligation and utilization of funds for affected activities will be restricted." Because the specific condition is effective when the grant contract is signed by HUD and the grantee, conditional approval has come to be known as "contract conditioning" or simply "conditioning." Therefore, these three terms will be used interchangeably throughout this section. This section describes the historical development of the conditional approval of CDBG applications. The section also presents the existing data on the extent and type of conditioning that has been undertaken since 1975.

An examination of conditioning data indicates that formula Entitlement Communities (e.g., Metro Cities and Urban Counties) have been conditioned at a higher rate than Hold Harmless grantees. In addition, Urban Counties have been conditioned at a higher rate than Metro Cities. There has been an increase in the rate at which conditioning took place over the last four years. In 1977 and 1978, twenty-eight percent of the Entitlement Communities were conditioned. In 1979 and 1980, thirty-nine percent of the Entitlement Communities were conditioned. In FY1980 Entitlement Communities were conditioned most frequently for HAP-related deficiencies--20 percent of the Entitlement Communities were conditioned for HAP-related reasons or one-half of the 247 conditionally approved grantees.

In FY1980, approximately \$235 million of the CDBG entitlement funds were held up for varying periods of time by contract conditioning. This represented 8.6 percent of FY1980 entitlement funds. One-hundred sixty-five (67 percent) of the 247 conditionally approved grantees had a portion or all of their CDBG funds affected.

CONDITIONAL APPROVAL OF CDBG APPLICATIONS

The concept and scope of contract conditioning has developed and expanded since the beginning of the CDBG program. The next section first discusses the use of conditioning by the Department in the early years of the CDBG program. The development of conditioning to cover substantive application and performance deficiencies is examined next. Finally, the current conditioning framework is briefly described.

Initial Conditioning. The conditional approval of CDBG applications was initially limited to three instances. The first CDBG program regulations, issued in November 1975, provided that conditional approvals could be made where: (1) local environmental reviews had not yet been completed, (2) the requirements concerning the non-availability of other federal funds regarding the provision of public services or flood or drainage facilities had not yet been satisfied, or (3) the use of the community's CDBG funds did not sufficiently protect the Federal Government's financial interest in existing Urban Renewal projects.² The implementation of the CDBG program with little advance start-up time and the attendant inexperience of most grantees,

especially in regard to the environmental delegation of authority, the operation of the mandatory 75 day review process, and the above statutory based requirements³ resulted in the extensive use of conditional approvals. The present regulation continues the specification of conditional approvals until completion of environmental reviews and the satisfaction of the non-availability of other federal funds test concerning the eligibility⁴ for funding of certain public services and flood or drainage facilities.

The discussion of the approval process in the First Annual CDBG Report provides some insight into the early operation of conditioning. The Report indicates that of the 1,324 applications submitted by Entitlement Cities and Counties, 1,321 were approved. Three applications were disapproved because of Housing Assistance Plan deficiencies that local officials elected not to correct. The report went on to state:

Conditional approvals were an important factor for most recipients. A total of 86.6 percent of the entitlement city contracts signed by HUD contained conditions which require the recipient to complete some action before a portion of their allocation could be spent. In most cases, fund release was conditioned upon completion of environmental assessments and reviews required by Section 104(h) of the Block Grant legislation. In some cases, fund release was conditioned upon the recipient establishing that other Federal funds were not available for social service activities or flood and drainage facilities. Recipients are gradually removing these conditions, and by December 5, 1975, 75.2 percent of the \$2,095 million in Block Grant entitlement funds approved was free of contract conditions.⁵

Data on the three conditions discussed above have not been as systematically collected and analyzed as those relating to substantive conditioning discussed in the next section. However, the HUD data system does monitor the clearance of environmental conditions on specific projects. Nearly all of these conditions are cleared within weeks of the application approval. Available data indicate there were 5,286 projects conditioned for environmental review compliance in 1977, 7,171 project conditions in 1979, and 5,990 conditions in 1980.

Substantive Application and Performance Conditioning. The development of substantive conditioning has come about, in part, in response to two major factors: Concerns about grantee performance, inadequacies and concerns about whether the low- and moderate-income objectives of the Act were being met. The results of the first monitoring reviews began to indicate a variety of performance and noncompliance related findings. The first major change in the scope of contract conditioning was enacted in a January 1976 amendment to the regulations. This amendment⁶ expanded conditioning to include noncompliance with the law and regulations.

As a result of concerns highlighted by monitoring findings, the Department moved to revise its performance regulations. In November 1976, the Department proposed new regulations (made final on January 27, 1977) to provide for (1) the conditioning of subsequent year grants if there is substantial evidence of a lack of progress, nonconformance, noncompliance, or lack of continuing capacity, and (2) the reduction of the recipient's grant by up to the amount

conditionally approved, where such condition(s) have not been **satisfied**.⁸ At the same time, the regulation on conditional approvals was amended to refer to conditioning not only for past performance, but the expectation of future non-performance, based upon past performance.⁹ This 1977 regulation on performance-based conditioning remains in effect and is discussed in the next section.

Concurrent with the revision of performance standards, there was a reorientation of HUD management policy and procedures to relate the CDBG program more closely to the needs of low- and moderate-income persons and to assure applicants' conformance to statutory objectives.¹⁰ Beginning with a Notice to the field on April 1977, HUD field offices began to conduct thorough application reviews which went beyond conformity with eligibility and technical requirements¹¹ to consideration of the substance of the activities that were proposed. In the Notice and subsequent regulation changes, specific direction and emphasis was provided regarding several application review and approval matters including benefit to low- and moderate-income persons, citizen participation, and HAP goals. The conditional approval of CDBG entitlement grantees has become an important mechanism by which HUD has attempted to ensure that application and performance deficiencies are corrected.

Current Conditioning Framework. The current administrative framework on the conditional approval of CDBG applications reflects the development of conditioning discussed above. Section 570.311(f) of the regulations provides that:

...The Secretary may make a conditional approval, in which case the full entitlement amount will be approved but the obligation and utilization of funds for affected activities will be restricted. Conditional approvals may be made where:

- (1) Local environmental reviews under section 570.603 have not yet been completed;¹²
- (2) The requirements of section 570.607 regarding the provision of public services, and flood or drainage facilities have not yet been satisfied;¹³ or
- (3) There is substantial evidence that there has been, or there will be, a lack of substantial progress, nonconformance, noncompliance, or a lack of continuing capacity, as described in section 570.909. In such case, the reason for the conditional approval and the actions necessary to remove the condition shall be specified. Failure to satisfy the condition may result in reduction in the annual grant amounts pursuant to sections 570.910(b) or 570.911.¹⁴

Greater definition is provided on conditional approvals in HUD's Handbook on reviewing and processing CDBG entitlement applications.¹⁵

The next section will analyze the data on the extent and type of conditioning from 1977 - 1980, with an emphasis on 1980.

FISCAL YEAR 1980 CONTRACT CONDITIONING

Fiscal year 1980 CDBG entitlement contract conditions were reviewed concerning the extent of conditioning, the amount of funds affected by conditioning, the nature and frequency of conditioning, and the variation among Regional and Area Offices in conditioning. This review is confined to those substantive conditions which appear in Item 18--Special Conditions and Modifications of the Grant Agreement.^{1%}

To the extent data permit, conditioning from FY1977, 1978, and 1979 will be included for purposes of comparison.

Extent of Conditioning. In FY1980, 633 entitlement applications were approved. The substantial reduction from the 1294 entitlement applications approved in FY1979 is a result of the phase-out of some 600 Hold Harmless grantees from the entitlement program. Twenty-one communities did not apply for their FY1980 CDBG entitlement amount. No applicants were disapproved, but one community's grant was reduced to zero for noncompliance with HAP goals and one community's grant was partially reduced for repayment of ineligible program costs. Of the 633 approved applications, 247 (39 percent) were conditioned. Four communities withdrew from the program after approval because of HAP-related conditions. See Chapter 1, Table 1-1. In 1977 and 1978, 28 percent of the Entitlement Communities were conditioned, while in 1979 and 1980 39 percent of these communities were conditioned. Table 5-2-1 describes the extent of conditioning in the CDBG Entitlement Program from 1977 to 1980.

The number and type of conditions that have been applied to entitlement grantees can be viewed in several ways. See Table 5-2-1. First, an examination of these conditioning data indicate that formula Entitlement Communities (e.g., Metro Cities and Urban Counties) have been conditioned at a higher rate than Hold Harmless grantees. Second, the proportion of conditionally approved Entitlement Communities has remained the same between FYs 1979-1980, but is higher than the FY1977 and FY1978 levels. Third, of the Entitlement Communities, nearly half of the Urban Counties were conditionally approved in FYs 1979-1980, compared to approximately 38 percent of the Metropolitan Cities in those years.

Number and Type of Conditions. In fiscal year 1980 there were 495 conditions imposed on 247 grantees, indicating that many grantees were conditioned in more than one area. See Table 5-2-2. Of the 495 conditions, 231 (47 percent) were conditions relating to application deficiencies (program eligibility, program benefit, HAP resubmission). The remaining 264 (53 percent) conditions were related to performance deficiencies (HAP implementation, program progress, fair housing and equal opportunity, and financial management). In 1979, application related conditions were 51 percent of all conditions imposed and performance-related conditions were 49 percent.

TABLE 5-2-1

FY1977 - FY1980 CDBG ENTITLEMENT PROGRAM
CONTRACT CONDITIONING

	Number of Eligible CDBG Communities	Number of Approved Communities	Approved Grantees Conditioned	
			Number	Percent
1977 Total	1,359	1,313	292	22%
Entitlement Communities		597	168	28
(Metro Cities)		(519)		
(Urban Counties)		(78)		
Hold Harmless		716	124	17
1978 Total	1,343	1,304	318	24%
Entitlement Communities		622	172	28
(Metro Cities)		(541)	(143)	(26)
(Urban Counties)		(81)	(29)	(36)
Hold Harmless		682	146	21
1979 Total	1,335	1,294	338	26%
Entitlement Communities		629	248	39
(Metro Cities)		(545)	(207)	(38)
(Urban Counties)		(84)	(41)	(49)
Hold Harmless		665	90	14
1980 Entitlement Communities	658	633	247	39%
(Metro Cities)		(549)	(203)	(37)
(Urban Counties)		(84)	(44)	(52)

SOURCE: Compiled by the Office of Evaluation from data provided by the Office of Field Operations and Monitoring, Community Planning and Development, HUD.

TABLE 5-2-2

FREQUENCY AND TYPE OF FY1980 CONDITIONED ENTITLEMENT GRANTEES
AND TOTAL CONDITIONS

	Conditioned Grantees			Conditions	
	Number	Percent of Conditioned Grantees	Percent of All Approved Grantees	Number	Percent of All Conditions
IAP	129	52%	20%	161	33%
(Resubmission)	(18)	(7)	(3)	(18)	(4)
(Implementation)	(60)	(24)	(9)	(81)	(16)
(CPD Notice 79-13 ¹)	(51)	(21)	(8)	(62)	(13)
Program Eligibility	79	32	12	118	24
Program Benefit	80	32	13	85	17
Fair Housing and Equal Opportunity	28	11	4	40	8
Program Progress	35	14	6	42	8
Other	37	15	6	49	10
Total	388 ³	156% ⁴	39%	495 ⁴	100%

1 CPD Notice 79-13 provides for the conditional approval of entitlement applications proposing to use Block Grant funds for acquisition of housing sites pending HUD approval of the specific site(s) in terms of site and neighborhood standards.

2 Financial Management, Relocation/Acquisition, Citizen Participation and other conditioning types.

3 Number of grantees adds to 388 because a grantee may be conditioned in more than one category and therefore may be double counted. In FY1980, 247 Entitlement Communities were conditioned.

4 Number of total conditions equals 495 and percent of conditioned grantees totals 156% because some of the 247 conditioned grantees were conditioned more than once.

SOURCE: Compiled by the Office of Evaluation from data provided by Operational Analysis Division, Community Planning and Development HUD.

In FY1980, 20 percent of all approved Entitlement Communities were conditioned for HAP-related reasons. In that year, 129 of the conditionally approved grantees were conditioned for HAP-related deficiencies 161 times. Eighteen grantees were conditioned for application-related (Resubmission) HAP deficiencies, 60 grantees were conditioned for performance-related (Implementation) HAP deficiencies, and 51 grantees were conditioned for HAP-related housing site acquisition activities. In summary, then, 52 percent of all conditioned grantees were conditioned for HAP-related reasons. Moreover, as Table 5-2-3 indicates, there was an increase from FY1977 to FY1979 in the proportion of conditioned grantees who were conditioned for HAP-related reasons.

Twelve percent of all approved Entitlement grantees were conditioned for program eligibility reasons in FY1980. In that year, 32 percent of all conditionally approved grantees were conditioned for program eligibility. This represent 79 grantees with a total of 118 program eligibility conditions. In terms of numbers of conditions, this reason represented the second most frequent type of Entitlement grantee condition. In addition, Table 5-2-3 shows that the proportion of conditioned grantees which were conditioned for this reason increased between FY1977 and FY1979.

In FY1980, 13 percent of all approved Entitlement Communities were conditioned for program benefit reasons. Of all conditionally approved grantees, 80 were conditioned for program benefit, representing a total of 85 conditions. In terms of absolute numbers of conditions, then, this type of conditioning was the third most frequent type of grantee conditioning. Thirty-two percent of all conditionally approved grantees were conditioned for program benefit reasons in FY1980. Finally, Table 5-2-3 indicates that the proportions of conditioned grantees which were conditioned for program benefit reasons in FY1978 and FY1979 were significantly lower than the FY1977 level.

Only four percent of all approved Entitlement Communities were conditioned for Fair Housing and Equal Opportunity reasons. Twenty-eight of all conditionally approved grantees were conditioned for Fair Housing and Equal Opportunity, with a total of 40 conditions. Thus, only eleven percent of all conditionally approved grantees were conditioned for Fair Housing and Equal Opportunity reasons. Table 5-2-3 indicates that the proportion of conditioned grantees which were conditioned for these reasons decreased from FY1978 to FY1979.

Six percent of all approved Entitlement Communities were conditioned for program progress reasons in FY1980. In that year, 35 grantees were conditionally approved for program progress with a total of 42 conditions. Table 5-2-3 indicates that between FY1977 and FY1979, between 14 and 21 percent of the conditioned grantees were conditioned for program progress reasons. This compares to the 14 percent figure for FY1980.

Finally, six percent of all approved Entitlement Communities were conditioned for reasons other than those cited above. These reasons include financial management, relocation/acquisition, citizen participation, and other miscellaneous reasons. This residual category of explanations for conditioning accounts for 15 percent of the conditioned grantees. The proportion of conditioned grantees which were conditioned for these reasons have remained relatively stable between FY1977 and FY1979 as shown in Table 5-2-3.

TABLE 5-2-3

FREQUENCY OF CONDITIONED ENTITLEMENT GRANTEES AND TOTAL
CONDITIONS IN FY1977-1979

	Percentage Distribution of Conditioned Grantees			Percentage Distribution Of Total Conditions		
	1977	1978	1979	1977	1978	1979
(Resubmission)	--	(13)	(15)	--	(9)	(8)
(Implementation)	--	(13)	(28)	--	(9)	(23)
Program Eligibility	16	18	28	12	12	20
Program Benefit	58	22	27	45	14	16
FH + EO	14	32	17	11	33	13
Program Progress	14	21	15	11	15	10
Other	10	12	16	9	8	10
TOTAL	127%	131%	146%	100%	100%	100%
Number of Grantees						
Conditioned	292	318	338			
Number of Total Conditions				371	480	597

conditioned for each specific reasons. Grantee percentages exceed 100 percent because some grantees are conditioned more than once. For this reason, the number of total conditions exceed the number of grantees conditioned.

SOURCE: Compiled by Office of Evaluation from data provided by Operational Analysis Division, Community Planning and Development, HUD.

Funds Affected by Conditioning. A condition may either impose a restriction on the obligation and utilization of grant funds until the condition is removed or permit the unrestricted use of the grant funds until such time as it is determined that the contract condition was not met. In either case, part or all of the grant funds may be the subject of the condition.

In FY1980, approximately \$235 million of CDBG entitlement funds were held up for varying periods of time by contract conditioning. This represented 8.6 percent of FY1980 Entitlement funds. One hundred sixty-five (67 percent) of the conditionally approved grantees had a portion or all of their CDBG funds affected. Of the \$235 million in affected funds, \$113 million involved conditions withholding all (with the exception of administrative costs) of 25 grantees' entitlement funds. The remaining \$122 million involved partial holdbacks of funds affecting 140 grantees. Table 5-2-4 below compares the amount of funds affected by conditioning for FY1978, FY1979, and FY1980.

TABLE 5-2-4
CDBG ENTITLEMENT FUNDS AFFECTED
BY CONDITIONAL APPROVAL
(in millions of dollars)

	<u>FY1978</u>		<u>FISCAL YEAR FY1979</u>		<u>FY1980</u>	
	Grantees	Amount	Grantees	Amount	Grantees	Amount
Entitlement Funds	1304	\$2,778	1294	\$2,730	633	\$2,720
Entire Application Amount Withheld	125	252	77	101	25	113
Partial Holdback	78	84	151	188	140	122
(Total	203	336	228	289	165	235
Entitlement Communities	110	302	169	275	165	235
Hold Harmless Communities	93	34	59	14	---	---
SOURCE: Compiled by Office of Evaluation from data provided by Operational Analysis Division, Community Planning and Development, HUD.						

The amount of FY1980 entitlement funds affected by conditions (\$235 million) was lower than the amount of FY1979 entitlement funds (\$275 million) affected by conditions. The number of conditionally approved grantees with a portion or all of their funds affected by conditions in FY1980 declined slightly from 1979.

Region and Area Office Variations. There are significant variations in the extent and type of conditioning among HUD Area Offices and Regional Offices. The variation in conditioning ranges from a low of 16 percent in Region I (Boston) to a high of 60 percent of all approvals in Region IX (San Francisco). There is even a greater variation in the extent and type of conditioning among Area Offices, both nationwide and within Regions. See Table 5-2-5 below for FY1980 Regional totals and Appendix 5-2 for detailed Area Office data.

TABLE 5-2-5 CDBG ENTITLEMENT COMMUNITY CONTRACT CONDITIONING BY HUD REGIONS			
Region	Number of CDBG Approvals	Number of CDBG Approvals Conditioned	Percent of Approvals Conditioned
I (Boston)	55	9	16%
II (New York)	79	19	24
III (Philadelphia)	60	29	48
VI (Atlanta)	86	43	50
V (Chicago)	124	34	28
VI (Fort Worth)	66	24	36
VII (Kansas City)	23	9	39
VIII (Denver)	21	11	52
IX (San Francisco)	99	59	60
X (Seattle)	20	10	50
NATIONAL TOTAL	633	247	39%
(Metro Cities)	(549)	(203)	(37%)
(Urban Counties)	(84)	(44)	(52%)
SOURCE: Compiled by the Office of Evaluation from data provided by Operational Analysis Division, Community Planning and Development, HUD.			

Successive Conditioning. Approximately one-fourth of the approved Entitlement Communities have been conditioned in two or more of the last four years. Sixty (60) percent of the 247 FY1980 conditionally approved entitlement grantees had been conditioned in one or more prior years. Table 5-2-6 indicates that 23 of these grantees had been consecutively conditioned since 1977, 40 since 1978, and 51 had been conditioned in 1979 and 1980. Fourteen (14) grantees were conditioned for two other nonconsecutive years and 21 grantees were conditioned in one other nonconsecutive year.

TABLE 5-2-6
FISCAL YEAR 1980 SUCCESSIVE ENTITLEMENT
COMMUNITIES CONDITIONING

YEARS CONDITIONED ¹				NUMBER OF GRANTEES CONDITIONED
1980	1979	1978	1977	
x	x	x	x	23
x	x	x		40
x	x			51
x	x		x	5
x		x	x	9
x		x		8
x			x	13
TOTAL				149
TOTAL				149

¹All successive conditioning counts are mutually exclusive.

SOURCE: Compiled by the Office of Evaluation from data provided by Operational Analysis Division, Community Planning and Development, HUD.

SECTION 3: NEIGHBORHOOD STRATEGY AREAS

OVERVIEW

The purpose of this section is to describe the Neighborhood Strategy Area (NSA) component of the CDBG program. The first of the four parts in this section briefly describes what a Neighborhood Strategy Area is and what is required of a community before it can designate a neighborhood as an NSA. The second part describes Neighborhood Strategy Area funding at the national level, and the third part is a description of NSA funding patterns in various types of cities. In this third section, NSA funding is described according to various characteristics of cities: Population growth; level of city distress; metropolitan status; percent minority population; and CDBG grant size. The final part describes the relative funding of NSAs to specific types of neighborhoods.

The data for this section were drawn from two source's. The primary source was the CDBG Evaluation Sample of Entitlement Cities. The second source was the CDBG Accomplishments Survey. In all cases, the percentages reported are projected estimates for the universe of Entitlement Cities.

Since 1979 the majority of CDBG Entitlement Cities have designated NSAs and have funded them with more than half of their CDBG grant funds. Although these cities include all types of cities, no clearly related set of characteristics is consistently associated with funding for NSAs as compared to funding outside them.

Within cities, the majority of funds budgeted to NSAs is allocated to areas where residents are primarily low- and moderate-income, possess a substantial minority population (i.e., more than 20 percent of the area's population), and where significant portions of the housing stock were built prior to 1940.

BACKGROUND

The extent to which local CDBG funds and programs should be geographically concentrated in a limited number of target areas has been a complex and difficult issue to resolve. At the local level, requests from community leaders, along with the lobbying by neighborhood citizen groups, often result in strong pressure to disperse all or most of a community's CDBG funds to a large number of neighborhoods. On the other hand, groups in declining areas oppose the dispersion of CDBG funds on the grounds that if CDBG funds are not spent in a concentrated and coordinated manner it may lead to a wasting of scarce resources.

Neighborhood Strategy Areas (NSAs) were introduced into the CDBG program because of concerns about the dispersion of CDBG funds by cities in the early years of the program. This dispersion was, in part, a reaction to the termination of the Model Cities and Urban Renewal programs which limited funds to the same neighborhoods for many consecutive years and excluded other areas of the cities. This dispersion also reflected local pressures to fund activities in as many areas as possible. In 1977, a staff report of the House Committee on Banking, Finance, and Urban Affairs highlighted two concerns about how CDBG funds were being allocated by cities. The first concern was that cities were not sufficiently concentrating resources to ensure that even

the "concentrated" programs being funded could reasonably be expected to meet the objectives established by the cities. The second concern was that the programs proposed by communities generally were not as coordinated as they should be and that CDBG funded programs were becoming "merely a variety of eligible activities scattered throughout the community without regard to sound planning."¹

While the enabling legislation of the CDBG program does not specifically require the concentrating of CDBG funds, it can be concluded from the legislation that a concentration of resources was intended to be a legislative aim. For example, the CDBG legislation indicated that general public facilities, code enforcement, public services, and some administrative costs should only be funded in "designated community development areas," in "deteriorated or deteriorating areas...together with public improvements and services," "in areas where other activities assisted under the title are being carried out in a concentrated manner," or in "areas in which community development and housing activities are to be concentrated."²

On March 1, 1978, HUD issued final regulations on the CDBG program which stated in Section 570.301(b) that due to the limitations cited above, certain activities could only be conducted in areas of concentrated physical development programs. The regulations also noted that certain other HUD programs, such as Urban Homesteading and Section 8 Substantial Rehabilitation, were designed to be focused in similar areas. CDBG grantees were therefore "encouraged to designate appropriate areas in which various programs can be carried out in a concentrated and coordinated manner." These regulations used the term "Neighborhood Strategy Area" to identify those types of areas.

Local Requirements. In selecting a geographic area to be a Neighborhood Strategy Area, communities have been advised to consider the size of the area, the severity of the problems within the area, and the resources available to "produce substantial long-term improvements in the area within a reasonable period of time."³ Communities have been given considerable latitude in selecting the neighborhoods to be designated as NSAs. HUD, however, reviews the NSA designations made by cities. If a proposed NSA is not adequately funded relative to its size and needs, HUD raises this concern with the city. At that time, the city can support its designation and level of funding of the NSA, direct more funds to the NSA, diminish the size of the NSA to be compatible with the proposed funding, or drop the designation as an NSA.

Cities are required to undertake additional analyses for NSAs beyond those required for other areas being funded under the CDBG application. For example, cities are required to develop a comprehensive strategy statement for each NSA. This statement is to systematically assess the community development and housing needs of the area. Cities also must identify the resources that could be used to address those needs. The package of activities and other efforts the community plans for the area must also be identified and the funding priority for those activities established.

In summary, the Neighborhood Strategy Area was intended to be a tool for coordinating and concentrating the limited resources available for community development. It was designed to increase the likelihood that those resources would lead to substantial improvement of deteriorating areas in cities.

NSA FUNDING AT THE NATIONAL LEVEL

Characteristics of NSAs. Since the introduction of the NSA concept into the CDBG program, approximately 75 percent of all Entitlement Cities have established Neighborhood Strategy Areas. On average, these communities have established four NSAs which include one-fifth of each community's population and encompass roughly 15 percent of their land area. See Table 5-3-1.

TABLE 5-3-1

SELECTED NEIGHBORHOOD STRATEGY AREA CHARACTERISTICS

Percent of Entitlement Cities Funding NSAs	Average Number of NSAs Per City(*)	Average Percent of City Population In NSAs(*)	Average Percent of City Land Area In NSAs(*)
75%	4.4%	20.2%	15.4%

(*)Excludes communities without NSAs.

Source: Office of Evaluation, Community Planning and Development, HUD; 1980 CDBG Accomplishments Survey

CDBG Entitlement Cities have budgeted about one-half of all their CDBG program funds to these relatively small parts of their population and community. In both 1979 and 1980, the percent of CDBG funds budgeted to NSAs was very similar. In 1979, 49.8 percent of all program funds was to be spent in NSAs while in 1980 the figure was 50.9 percent. Furthermore, when activities that operate on a citywide basis are excluded from the calculation, CDBG spending in NSAs accounts for about 60 percent of all program funds directed to specific neighborhoods. See Table 5-3-2.

CDBG Activities and Purposes Funded in NSAs. The majority of NSA funding has been for rehabilitation and related activities (31 percent) and public works activities (25 percent). Acquisition and demolition activities and public service activities each receive approximately 17 percent of NSA funding while public facilities and open spaces activities receive the smallest-amounts, 6 percent and 4 percent respectively.

This distribution in funding patterns has been approximately the same for both 1979 and 1980. The only changes of any significance between these two years were a slight increase in the percentage of funds going to public works activities (23 percent to 27 percent) and a similar decrease in rehabilitation related activities (34 percent to 29 percent).

TABLE 5-3-2
CDBG PROGRAM FUNDS BUDGETED TO NSAs
AS PERCENTAGE OF ALL CDBG PROGRAM FUNDS

YEAR	MILLIONS OF DOLLARS	INCLUDING CITYWIDE FUNDS	EXCLUDING CITYWIDE FUNDS
1979	\$983.8	49.8%	59.7%
1980	\$1,061.9	50.9%	62.9%
Total 1979-1980	\$2,045.7	50.4%	61.3%

Source: Office of Evaluation, Community Planning and Development, HUD; CDBG Evaluation Data Base

With regard to the purposes for which CDBG funds have been allocated within NSAs, the vast majority of the funds budgeted for NSAs has been for the purpose of conserving and expanding the housing stock (43 percent) and to promote neighborhood conservation (37 percent). Funding for social service purposes received 14 percent of all NSA funding and funding for economic development purposes received only 6 percent.

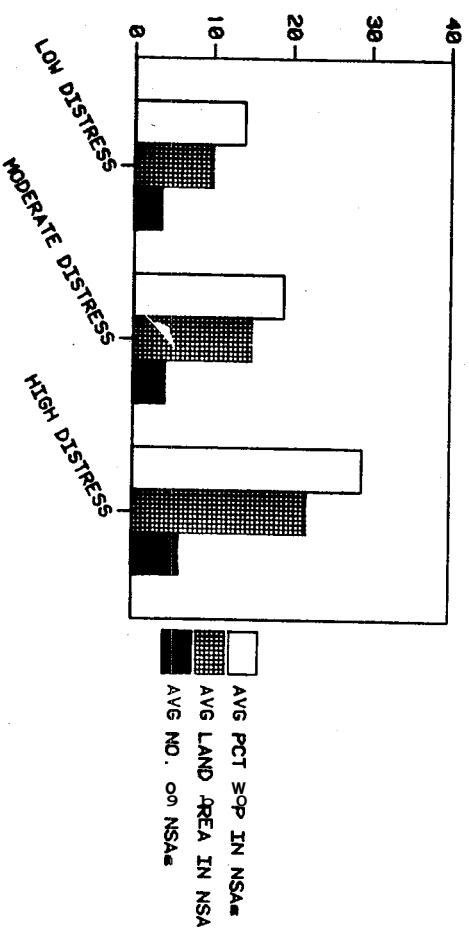
NSA FUNDING AND CITY CHARACTERISTICS

NSA Coverage. Neighborhood Strategy Areas are not created with the same frequency by all cities, nor do all cities designate NSAs that are of comparable size. Distressed Entitlement Cities and larger cities are more likely than smaller and non-distressed communities to establish NSAs and to designate a larger number of such areas. Furthermore, distressed communities are also more likely to establish NSAs that account for a larger proportion of both their population and land area. See Figure 5-3-1. There is, however, no clear relationship between the size of the city and these proportional measures. Unlike the direct linear relationship between city distress and the relative size of the NSAs, the relationship between the size of NSAs and the population of the city is curvilinear; that is, both the largest and the smallest cities establish NSAs that are proportionally larger than the NSAs in medium sized cities. See Figure 5-3-2.

Funding Variation. Although the majority of communities designate NSAs and most CDBG funds are spent in NSAs, this funding is not associated with a clearly defined set of city characteristics. For example, central cities spend a slightly larger share of their funds in NSAs than do suburban communities. However, larger cities and cities with a decreasing population--two characteristics typical of central cities--spend smaller percentages of their CDBG funds in NSAs than do smaller, growing Entitlement Cities. Furthermore, there is no apparent relationship between NSA funding and such characteristics as the percentage of a city's population that is minority or the size of the community's grant.

FIGURE 5-3-1

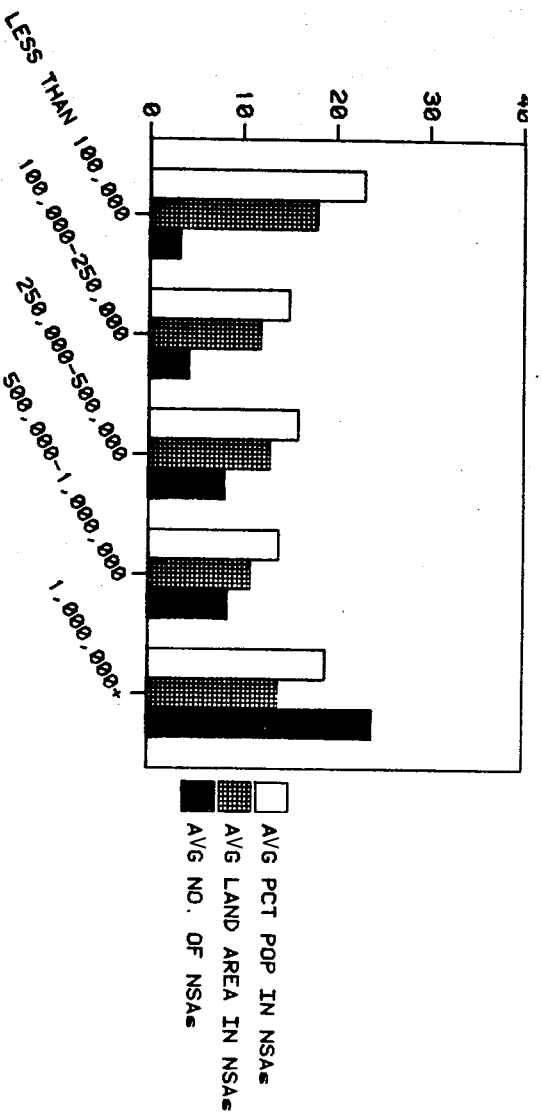
RELATIONSHIP BETWEEN CITY DISTRESS
AND NSA CHARACTERISTICS



Source: Compiled by the Office of Evaluation from the CDBG Accomplishments Survey.

FIGURE 5-3-2

RELATIONSHIP BETWEEN CITY POPULATION
AND NSA CHARACTERISTICS



Source: Compiled by the Office of Evaluation from the CDBG Accomplishments Survey.

Changes in NSA funding between 1979 and 1980 are also not clearly related to city characteristics. Of the five groups of cities categorized according to grant size, two groups that funded NSAs at a below average rate in 1979 increased their funding to above the 1980 average and one category above the 1979 average fell below the 1980 mean. In addition, the one category of city that funded NSAs at an above average level in both 1979 and 1980 dramatically decreased their funding of such areas, dropping from 59 percent to 53 percent.

The lack of a clear pattern of NSA funding and the wide variation in NSA funding between 1979 and 1980 are indicative of a program that is still in its formative stages and permits wide choice at the local level. The decisions regarding designating an NSA and funding that area are primarily left to the communities. Therefore, one city may define an NSA and fund it at a high level while a very similar city may fund their NSAs at a lower level. Furthermore, the size of these initially declared NSAs and the amount of funds allocated to each may or may not be feasible. After a year or so of experience, the communities and the HUD Area Office, together or separately, are likely to reassess these NSA programs. The reassessment often leads to expansion of some NSAs and reduction of others. As a result, year-to-year funding fluctuations are frequent and sometimes extreme.

NEIGHBORHOOD CHARACTERISTICS AND FUNDING OF NSAs

Funding of Neighborhood Strategy Areas in both 1979 and 1980 was generally greater in low- and moderate-income neighborhoods,⁴ neighborhoods with greater level of distress,⁵ and neighborhoods with relatively higher percentages of black population.

Overall, 65 percent of NSA funding has gone into low- and moderate-income areas and 35 percent to other areas. However, this does not mean that one-third of NSA funding is directed toward affluent areas of cities. The low- and moderate-income distinction is based on SMSA-wide figures. A community could target its funds to the poorer areas within its jurisdiction and still not meet this criterion. When the relative distress level of the areas funded by NSAs are examined, it is clear that only a small percentage of these funds are spent in the least distressed areas within Entitlement Cities. The majority is spent in the most distressed census tracts and the bulk of the remainder in moderately distressed areas.

Changes in the funding of NSAs between 1979 and 1980 generally strengthen the pattern just described. There was a 4 to 7 percentage point increase in the proportionate funding through NSAs of areas with high distress, with high concentrations of Black residents, and areas of lower median incomes. See Table 5-3-3.

TABLE 5-3-3

PERCENTAGE OF NSA FUNDING BY CENSUS TRACT DISTRESS

TRACT DISTRESS	YEAR		
	1979	1980	1979-1980
Least Distressed	9.2%	8.6%	8.9%
Moderately Distressed	31.2%	27.7%	29.4%
Most Distressed	57.9%	62.3%	60.2%
N/A*	1.7%	1.4%	1.5%
TOTAL	100%	100%	100%

*Due to missing data, the distress level of these areas could not be calculated.

Source: Office of Evaluation, Community Planning and Development, HUD; CDBG Evaluation Data Base.

Furthermore, NSA funding is clearly more directed toward areas with a significant minority population than is other CDBG funding. For example, fifty percent of NSA funding occurs in census tracts that have a Black population of less than 20 percent of the total. For other CDBG funding, the figure is 61 percent. NSA funding in predominantly Black areas (i.e., more than 80 percent Black population) accounts for 23 percent of all CDBG funds budgeted. In contrast, only 13 percent of non-NSA funds are spent in such areas. See Table 5-3-4.

TABLE 5-3-4

PERCENTAGE OF CDBG FUNDS
FOR NEIGHBORHOOD STRATEGY AREAS
BY TRACT PERCENT BLACK: 1979-1980

PERCENT BLACK	AREA TYPE	
	NSAs	Non-NSAs
0%-20%	50.0%	60.6%
21%-40%	8.7%	9.1%
41%-60%	6.5%	6.3%
61%-80%	7.7%	5.8%
81%-100%	22.9%	13.1%
NA*	4.2%	5.1%

While the NSA component has been shown to geographically focus Block Grant funds, it is also an effective tool for concentrating Block Grant funds to further the national objective of using these funds to benefit primarily low- and moderate-income persons. Fully two-thirds of all the Block Grant funds benefitting low- and moderate-income areas have been planned to be spent in Neighborhood Strategy Areas. This element of geographically and socially concentrating CDBG funds has made it a useful component of the CDBG program.

The requirement that NSAs provide "substantial improvement in a reasonable period of time" led to an initial concern that perhaps the most distressed areas of cities would be overlooked in the selection process and that communities would engage in a "triage" strategy emphasizing the marginally needy areas at the cost of ignoring the poorest areas. This concern appears to be unwarranted.

In 1979 and 1980, 61 percent of all NSA funds were concentrated in the most distressed census tracts within the Entitlement Cities. In addition, a higher proportion of CDBG funds budgeted for NSAs was allocated to the most distressed tracts and a lower proportion to the least distressed tracts than was CDBG funding which was not budgeted for NSAs. Within NSAs, 61 percent of the CDBG funds went into the most distressed census tracts, 29 percent went into moderately distressed tracts, and 9 percent went into the least distressed tracts. In comparison, of CDBG funds budgeted to non-NSA areas, 52 percent went into the most distressed tracts, 29 percent went into moderately distressed tracts, and 16 percent went into the least distressed tracts. See Table 5-3-5.

The apparent reason for this funding pattern is the requirement that funds principally benefit low- and moderate-income persons. Since neighborhood distress is highly related to the income of residents of the area, it is not surprising that CDBG funds are so directed at distressed areas of cities. Nor is it surprising that NSAs are generally areas of high distress.

In summary, all types of Entitlement Cities are using NSAs to focus on deteriorating neighborhoods and are budgeting a substantial portion of their Block Grant funds to ensure that an impact can be made. The NSA neighborhoods are overwhelmingly low- and moderate-income areas and tend to be among the most distressed areas of Entitlement Cities. Furthermore, about one-half of all NSA funds are budgeted to areas with a substantial minority population. However, cities are also using a significant portion of their funds for such things as spot work throughout the rest of the city or to be spent within specific neighborhoods in a less coordinated fashion than is required for NSAs. In short, the Neighborhood Strategy approach has permitted local governments to respond to their community development needs by concentrating a substantial portion of CDBG funds in designated areas while still retaining the flexibility to address problems throughout other parts of the city.

TABLE 5-3-5
 PERCENTAGE OF TRACTS FUNDED WITHIN AND OUTSIDE NSAs
 BY CENSUS TRACT DISTRESS
 1979-1980

<u>CENSUS TRACT DISTRESS</u>	<u>PERCENTAGE DISTRIBUTION OF FUNDS WITHIN NON-NSAs AND NSAs</u>		<u>TOTAL</u>
	<u>NON-NSAs</u>	<u>NSAs</u>	
Least Distressed	16%	9%	11.7%
Moderately Distressed	29	29	29.4
Most Distressed	52	61	57.1
N/A*	<u>2</u>	<u>1</u>	<u>1.8</u>
TOTAL	100%	100%	100.0%

*Due to missing data, the distress level of these areas could not be calculated.

SOURCE: Office of Evaluation, Community Planning and Development, HUD;
 CDBG Evaluation Data Base.

SECTION 4: CDBG ECONOMIC DEVELOPMENT

OVERVIEW

The 1977 Amendments to the Housing and Community Development Act of 1974 made economic development an objective of the Act. This section focuses on the use of CDBG funds for economic development in Entitlement Cities. Issues to be addressed include analysis of the level of funding of economic development before and after the 1977 Amendments were implemented and the degree to which cities use the newly created category for Specially Authorized Economic Development Activities. Additional issues concern the extent to which the funding of economic development through the CDBG program is responsive to measured economic distress in participating communities.

In this section, the portion of CDBG program funds being used for economic development is analyzed. All data are drawn from the CDBG Entitlement Evaluation Data Base, which is described in the Methodological Appendix. Funds budgeted for economic development are analyzed by type of city. Particular attention is paid to cities with varying levels of economic distress. The distress measure used was specifically designed to gauge the economic well-being of communities. Through it, the differences in the nature and extent of CDBG economic development funding according to economic need can be analyzed.

In Entitlement Cities, the overall level of funds allocated for economic development in the CDBG program has remained constant since 1978 at about 10 percent. **This** is true despite the creation of the category for Specially Authorized Economic Development Activities, which were first eligible for funding in 1979 and which now account for over one-half of all CDBG funds budgeted for economic development.

The funding of economic development comprised a slightly larger percentage of the CDBG budgets in more distressed cities than in non-distressed cities. Increased funding of CDBG economic development was also associated with Entitlement Cities that are losing population, receive larger entitlement amounts, have larger populations, have large minority populations, and are central, rather than suburban cities.

Local Development Corporations (LDCs) funding has increased dramatically since it first became eligible in 1979, and it now constitutes the largest single component of CDBG economic development funding. Cities pursue economic development with CDBG for a wide variety of specific purposes, the foremost of which is commercial revitalization. Highly distressed cities also tend to spend economic development funds to encourage employment opportunities and to create or expand industrial parks.

BACKGROUND

Economic development has been a part of the CDBG legislation since its initial passage in 1974. In that year, the legislation noted that one means of implementing the Act was related to "expanding economic opportunities, principally for persons of low- or moderate-income." Under this language and

other, language in the Act, several types of economic development activities were permitted. These included: Planning and studies; site preparation work; acquisition; demolition; infrastructure improvement; and business assistance in former Model Cities areas. Cities continue to have the flexibility to fund economic development under this authority.

In 1977, the Act was amended to clarify and expand the role of economic development in the CDBG program. Three important changes were introduced. First, economic development was designated as one of the national objectives, making it the eighth objective of the Act. Second, activities designed to promote economic development that had not been eligible under the 1974 Act were made eligible as long as they met certain criteria. These activities include: Acquisition of real property for economic development; construction, rehabilitation, or installation of public facilities to promote economic development; and acquisition, construction or rehabilitation of commercial and industrial structures. The activities may be specially authorized by HUD Area Offices if they are determined to be appropriate components of a community's approved economic development strategy. Third, various types of non-profit organizations were given greater opportunity to participate in the CDBG program, especially in economic development related aspects.

For these specially authorized activities, communities are required to demonstrate eligibility, and show they are part of the community's overall economic development strategy and make important contributions to the economic well-being of the community, particularly its low- and moderate-income population. Thus, there is an added level of scrutiny for specially authorized economic development activities. When an Entitlement Community wants to undertake activities for the specific purpose of promoting economic development, it is necessary that those activities fit into an approved overall economic development plan and that the activities generate and/or maintain services and long-term jobs for residents with low- and moderate-incomes.' For efforts pursued by the various types of eligible non-profit organizations, communities are responsible for seeing that these groups carry out economic development in accordance with established eligibility criteria and with the local economic development strategy.

In the reauthorization legislation of 1980, Congressional concern with CDBG economic development involved ensuring that cities provide sufficient information in their CDBG applications to permit adequate review by HUD. Under the regulations, applicants who wish to pursue economic development with CDBG must include an economic development strategy as part of the three year community development program. Additionally, economic development projects outlined in yearly applications pursuant to the three year plan must be described in sufficient detail to show how they help implement the approved strategy.²

ECONOMIC DEVELOPMENT STRATEGY FUNDING

Communities have been funding CDBG economic development since the program was implemented, but the first year communities had the opportunity to budget CDBG funds for promoting economic development as a new national objective of the program was 1979. In that year, the CDBG application forms were revised to include specific budget lines for the specially authorized activities. Despite the increased attention to economic development in the Block Grant

program since 1978, both absolute dollars and the proportion of CDBG program funds going for economic development have remained stable. Table 5-4-1 indicates that, since 1978, about 11 percent of CDBG program funds have been budgeted for economic development.³

TABLE 5-4-1
CDBG FUNDS BUDGETED FOR ECONOMIC DEVELOPMENT 1978-1980
(Dollars in Millions)

YEAR	Amount	Percent of All Program Funds
1978	\$218,875	12%
1979	\$213,998	11%
1980	\$221,407	11%
1978-1980	\$654,280	11%

Both in terms of absolute dollar amounts and in terms of proportion of program funds, economic development spending has remained constant since 1978.⁴

FUNDING OF SPECIALLY AUTHORIZED ECONOMIC DEVELOPMENT ACTIVITIES 1978-1980

The CDBG reauthorization legislation of 1977 expanded the scope of CDBG economic development by permitting some previously ineligible activities to be undertaken with authorization from the HUD Area offices. Acquisition for economic development, public facilities and improvements for economic development, commercial and industrial facilities, and assistance to local development corporations, were first planned by Entitlement Communities in their 1979 CDBG applications. Thus, in 1978, none of the funds budgeted for economic development were classified as specially authorized activities.

With 1978 as an interim period, communities made significant use of specially authorized projects in the next two years. In 1979, over 40 percent of all CDBG funds budgeted for economic development were for specially authorized projects. The following year a majority of CDBG economic development funds were specially authorized. See Table 5-4-2.

TABLE 5-4-2
SPECIALLY AUTHORIZED ECONOMIC DEVELOPMENT FUNDS AS A
PERCENTAGE OF ALL CDBG ECONOMIC DEVELOPMENT FUNDING 1978-1980

(Dollars in Millions)

YEAR	Total CDBG Economic Development	Specially Authorized Economic Development	Specially Authorized As Percent of Total
1876	\$218,875	—	—
1876	\$213,998	\$87,976	41%
1980	\$221,407	\$119,498	54%

Source: Office of Evaluation, Community Planning and Development HUD; CDBG Evaluation Data Base

These data show that the 1977 legislation did not cause a significant shift of CDBG Entitlement City funds to be budgeted for economic development spending. Rather, the new legislation allowed communities to obtain special authorization to use the same proportion of CDBG funds for more direct economic development activities.

Review of the composition of specially authorized projects indicates that one category of activities, the funding of local development corporations, grew enormously between 1979 and 1980. Table 5-4-3 illustrates that funding of three of the specially authorized activities, acquisition for economic development, public facilities and improvements for economic development, and commercial and industrial facilities, remained nearly constant. Thus, most of the increase in funding of specially authorized economic development activities between 1979 and 1980 resulted from the 82 percent increase in funding of local development corporations.

TABLE 5-4-3
COMPOSITION OF SPECIALLY AUTHORIZED
ECONOMIC DEVELOPMENT FUNDING 1979-1980

(Dollars in Millions)

COMPOSITION	YEAR			
	1878	1980	1979-1980	Percent Change
Acquisition for Economic Development	\$11,518	\$ 11,565	\$ 20,083	
Public Facilities & Improvements for Economic Development	\$21,106	\$ 20,200	\$ 41,306	-4%
Commercial and Industrial Facilities	\$17,245	\$ 18,428	\$ 35,673	+7%
Local Development Corporations	\$38,107	\$69,305	\$107,412	+82%
Total	\$87,976	\$119,498	\$204,474	+36%

*Less than 1%

Source: Office of Evaluation, Community Planning and Development, HUD; CDBG Evaluation Data Base

It should be noted that not all funds going to local development corporations went for the promotion of economic development. Some LDCs, for example, also provided social or recreational services. However, in 1980, about 85 percent of LDC activity was undertaken for the purpose of promoting economic development. The funding of local development corporations is, thus, a large, and rapidly growing area of CDBG economic development funding.

ECONOMIC DEVELOPMENT PURPOSE FUNDING, 1980

The economic development strategy measure, which was used to generate Table 5-4-1 and was used in previous Annual Reports, contained a deficiency that led to a slight overestimation of the level of CDBG funding for economic development. The strategy measure assumed that 100 percent of some budget lines--such as local development corporations--were solely for economic development, and, if an activity was undertaken in part to promote economic development, the entire amount budgeted to that activity should be considered as economic development.

The economic development purpose measure, in contrast, counted as economic development only projects communities designated in their CDBG applications that were for the local program purpose of promoting economic development. Thus, while the portion of 1980 CDBG program funds budgeted to an economic development strategy is 11 percent, the 1980 figure for economic development purpose is 9 percent. The purpose measure is a more refined and accurate indicator of spending, but can only be used to analyze 1980 data since it was developed in that year.

The remainder of this chapter describes CDBG funds budgeted by Entitlement Cities using the 1980 economic development purpose indicator as the dependent variable.⁵

Kinds of Entitlement Cities that Budget CDBG Dollars for the Purpose of Promoting Economic Development. Among the five identified purposes for which CDBG entitlement funds were budgeted in 1980 economic development was the local program purpose receiving the smallest dollar amount at \$196,399,000 or about 9 percent of all program funds. See Table 5-4-4.

TABLE 5-4-4
CDBG FUNDS BUDGETED FOR ECONOMIC DEVELOPMENT
BY CITY DISTRESS
(Dollars in Millions)

CITY DISTRESS	Percent of CDBG Funds for Economic Development	Percent of All CDBG Funds	Amount for Economic Development	Percent of CDBG Economic Development Funds
Non-Distressed	7%	18%	\$ 27,757	14%
Moderately Distressed	8%	18%	\$ 33,747	17%
Highly Distressed	11%	62%	\$134,895	68%
All Cities	9%	100%	\$196,399	100%

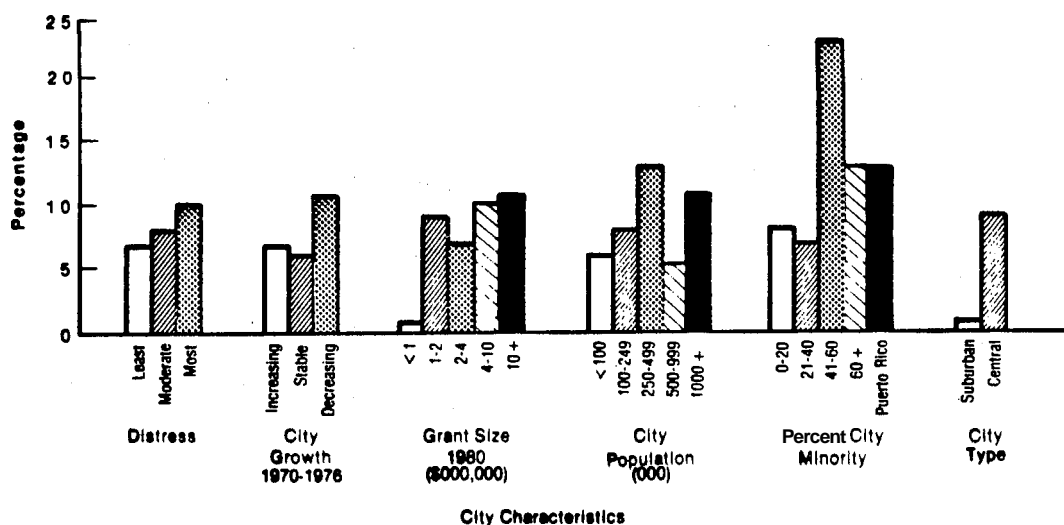
Source: Office of Evaluation, Community Planning and Development HUD, CDBG Evaluation Data Base

Overall, CDBG dollars were used to promote economic development most often in the Entitlement Cities with demonstrated economic need. Highly distressed cities budgeted more CDBG funds in terms of absolute dollar amounts than did either the non-distressed or the moderately distressed cities. Moreover, the highly distressed cities budgeted a larger percentage of their CDBG funds for economic development than lesser distressed cities. While the non-distressed cities budgeted seven percent of their 1980 CDBG funds for economic development and the moderately distressed cities budgeted 8 percent of their CDBG funds for this purpose, the highly distressed cities budgeted 11 percent of their CDBG funds to promote economic development. Further, while the highly distressed cities receive 62 percent of CDBG program dollars, they account for 69 percent of total CDBG economic development funds--again more than their proportionate share. See Table 5-4-4.

This finding that the highly distressed cities devoted more of their CDBG monies toward promoting economic development in 1980 indicates continuity with the trends noted in a 1980 evaluation report on CDBG economic development. CDBG economic development funding also, tended to account for a greater proportion of community development activity in Entitlement Cities that have shown a population decline between 1970 and 1976, in those with larger populations, in cities that receive larger Block Grant entitlements, in Entitlement Cities with a greater percentage of minorities among their populations, and in central cities. See Figure 5-4-1.

FIGURE 5-4-1

Percentage of CDBG Funds Budgeted for Economic Development Purpose in 1980 by City Characteristics



Composition of Economic Development Purpose. In the Entitlement Cities, economic development was pursued in many ways. For example, cities acquired land for industrial development; they improved infrastructures to encourage increased commercial activity; and they provided social services in the form of job counselling to enhance community economic resources. The following is a discussion of the types of activities cities planned for the promotion of economic development and how these activities varied among grantees.

Table 5-4-5 disaggregates the \$196,399,000 Entitlement Cities budgeted for the local program purpose of promoting economic development in 1980 into component activity groupings. The program activities repeat the groupings presented in earlier chapters, with Specially Authorized Economic Development Activities, assistance to local development corporations, and parking facilities reported separately. Those categories constitute substantial components of CDBG economic development funding, and thus merit more careful scrutiny.

TABLE 5-4-5
1980 COMPOSITION OF ECONOMIC DEVELOPMENT
SPENDING ALL CITIES
(Dollars in Millions)

ACTIVITY	Amount Budgeted	Percent of CDBG Economic Development Funds
<u>Loc. Dev. Corps</u>	\$ 59,512	30%
<u>Acq. Related</u>	\$ 37,598	19%
<u>Rehab. Related</u>	\$ 22,140	11%
<u>Pub. Fac. & Imp. For ED</u>	\$ 19,359	10%
<u>Comm. & Ind. Fac.</u>	\$ 18,073	9%
<u>Public Works</u>	\$ 13,110	7%
<u>Acq. for ED</u>	\$ 11,045	6%
<u>Parking Fac.</u>	\$ 10,407	5%
<u>Public Services</u>	\$ 2,884	2%
<u>Public Facilities</u>	\$ 1,909	1%
<u>Open Spaces</u>	\$ 302	■
All Activities	\$196,399	100%

■ Less than 1%.
 Underlined Activities are Specially Authorized.

Source: Office of Evaluation, Community Planning and Development, HUD; CDBG Evaluation Data Base

These Specially Authorized Economic Development Activities -- acquisitions for economic development, public facilities and improvements for economic development, and commercial and industrial facilities -- together constitute 25 percent of CDBG economic development funding. The funding of non-profit local development corporations is the largest single component of CDBG economic development spending at 30 percent of the funds. Communities funded local development corporations to undertake a variety of activities. For example, Buffalo, New York made grants and loans to commercial and industrial enterprises through a large local development corporation. Gary, Indiana

funded local development corporations to provide technical assistance to small and minority businesses. Boston, Massachusetts illustrates the use of local development corporations for activities other than for economic development; its LDCs promote social services and recreational activities. The \$59.6 million attributed to local development corporations in Table 5-4-5 includes only LDC funds used to promote economic development.

Other program activities frequently were undertaken for the purpose of promoting economic development. For example, improvement of parking facilities to encourage commercial activity or improve access to businesses constituted 5 percent of economic development funding in 1980.

Acquisition undertaken to promote economic development is the second largest component of CDBG economic development budgeting, receiving 19 percent of the funding.

Rehabilitation related activities that promote economic development frequently took the form of rehabilitation loan and grant projects directed toward neighborhood commercial areas. These comprised 11 percent of CDBG economic development funding in 1980.

Another component of CDBG economic development includes public works activities accounting for 7 percent of the economic development funding budget. These projects ordinarily involve improvements to infrastructure, such as creating pedestrian malls or improving streets in commercial areas.

When the composition of spending for the local program purpose of promoting economic development is further disaggregated according to Entitlement City distress levels, several trends can be identified. See Table 5-4-6. Highly distressed Entitlement Cities tend to pursue CDBG economic development through the funding of local development corporations--to a far greater extent than do less distressed communities--38 percent of the economic development funds in the highly distressed communities are channelled through LDCs.

The non-distressed Entitlement Cities budget only 1 percent of their CDBG economic development funds to Commercial and Industrial Facilities, compared to 11 percent in the highly distressed communities. In contrast, 18 percent of economic development in the non-distressed communities comes under the non-specially authorized rehabilitation-related budget lines, compared with 9 percent in the highly distressed communities.

TABLE 5-4-6
1980 COMPOSITION OF SPENDING
FOR ECONOMIC DEVELOPMENT BY CITY DISTRESS
(PERCENT DISTRIBUTION)

ACTIVITY	CITY DISTRESS		
	Non-Distressed	Moderately Distressed	Highly Distressed
<u>LDC's</u>	17%	10%	38%
<u>Acq. Related</u>	10%	10%	19%
<u>Rehab. Related</u>	18%	15%	9%
<u>Pub. Fac. & Imp. for ED</u>	15%	15%	8%
<u>Comm. & Ind. Fac.</u>	1%	8%	11%
Public Works	13%	9%	5%
<u>Acq. for ED</u>	7%	7%	5%
Parking Fac.	8%	18%	2%
Public Services	■	■	2%
Public Facilities	2%		1%
Open Spaces		1%	0%
	100%	100%	100%

*less than 1 percent.

Underlined Activities are Specially Authorized.

Source: Office of Evaluation, Community Planning and Development, HUD; CDBG Evaluation Data Base

SPECIFIC ECONOMIC DEVELOPMENT SUB-PURPOSES PURSUED IN 1980

Economic development was implemented through the CDBG Entitlement program in 1980 in a variety of ways. The funding of CDBG economic development activities within Entitlement Cities was targeted to **projects** in industrial areas, to the central business districts, and to neighborhoods. Block Grant

Overall, it points out the diversity for which CDBG economic development funds are used.

TABLE 5-4-7
1980 ECONOMIC DEVELOPMENT FUNDS BUDGETED
FOR SPECIFIC SUB-PURPOSES
(Dollars in Millions)

SPECIFIC SUB-PURPOSE	Amount	Percent of Economic Development Purpose
Revitalize Central Business District	\$ 30,442	16%
Revitalize Other Commercial Area	\$ 55,992	29%
Provide Jobs	\$ 30,838	16%
Expand/Create Industrial Area	\$ 25,729	13%
Assist Small Businesses	\$ 17,676	9%
Provide Essential Services	\$ 16,890	7%
Match Other Sources of Funds	\$ 0,427	5%
Create New Local Development Corporation	\$ 1,750	1%
Other	\$ 7,855	4%
Total	\$196,399	100%

Source: Office of Evaluation, Community Planning and Development, HUD; CDBG Evaluation Data Base

The most widely cited specific sub-purpose for CDBG Entitlement City economic development spending was for the revitalization of commercial areas. Almost \$56 million dollars of 1980 CDBG entitlement funds and 29 percent of all CDBG economic development spending was directed toward this purpose. The revitalization of central business districts received some 16 percent of CDBG economic development funds, and some 29 percent of the budgeted economic development funds went toward the revitalization of neighborhood commercial areas and secondary commercial strips. Moreover, the seven percent of economic development funds devoted to retaining or promoting essential services was concentrated in commercial areas. A large proportion of funds, nonetheless, went toward the expansion of job opportunities (16 percent) and the expansion or creation of industrial areas (13 percent). Smaller amounts were utilized as startup costs of LDCs, as matching funds, and for the assistance of small and minority businesses.

All Entitlement Cities, regardless of economic need, place a high degree of emphasis on revitalizing commercial areas, as Table 5-4-8 indicates. Important differences emerge among different types of cities, however, with regard to providing jobs and promoting industrial growth. The non-distressed cities budget 10 percent of their economic development funds for the expansion of job opportunities and 7 percent for the creation or expansion of industrial parks. The highly distressed cities, which are usually in need precisely

because of declining employment opportunities, budget 17 percent of their economic development funds for the provision of jobs and 14 percent to expand or create industrial areas. In contrast, less distressed cities budget a much higher proportion of their economic development monies toward the revitalization of their central business districts than do highly distressed cities.

TABLE 5-4-8
1980 ECONOMIC DEVELOPMENT FUNDS BUDGETED FOR SPECIFIC SUB-PURPOSES
BY CITY DISTRESS
(Percent Distribution)

SPECIFIC SUB-PURPOSE	CITY DISTRESS		
	Non-Distressed	Moderately Distressed	Highly Distressed
Revitalize Central Business District	33%	21%	10%
Revitalize Other Commercial Area	32%	23%	28%
Provide Jobs	10%	16%	17%
Expand/Create Industrial Area	7%	15%	14%
Assist Small Business	5%	4%	11%
Provide Essential Services	8%	9%	9%
Match Other Sources of Funds	1%	7%	5%
Create New Local Development Corporation	4%	1%	1%
Other	■	4%	5%
Total	100%	100%	100%

■ Less than 1%

Source: Office of Evaluation, Community Planning and Development, MUD CDBG Evaluation Data Base

In conclusion, this section has described the extent, type, and range of economic development funding in the CDBG Entitlement Cities program. Approximately ten percent of the CDBG Entitlement Cities funds have been allocated to economic development by Entitlement Cities for the past three years. These funds have supported a diverse range of economic development activities. Economically distressed Entitlement Cities were found to have allocated a slightly larger share of their CDBG funds to economic development than less economically distressed Entitlement Cities.

SECTION 5: PLANNED HOUSING ASSISTANCE

OVERVIEW

This section describes the housing assistance goals specified by Entitlement Cities in their Housing Assistance Plans (HAPs), the major issues that have been raised relating to HAPs, and recent program changes involving HAPs. The section is divided into three parts which describe the purpose and content of the HAPs, the major program issues regarding HAPs, and 1980 HAP goals.

The data used in the analysis of goals in this section are drawn from the Housing Assistance Plans submitted by the Entitlement Cities in the CDBG Evaluation Data Base. Information on planned housing goals was available for 195 of the 200 cities in the sample. However, due to a 1980 Departmental change in the Grantee Performance Report submission schedule for CDBG Entitlement Communities, data on actual housing accomplishments were not available in time to be used. In addition, goals reported in the Housing Assistance Plans have not been projected to the estimated universe total as have the other figures in this report.¹

Overall, patterns in the Housing Assistance Plans submitted by the 195 Entitlement Communities in the CDBG evaluation sample are similar to the patterns and trends reported in previous CDBG Annual Reports. Communities are, for the most part, increasingly establishing three-year goals and annual goals that meet or exceed existing requirements. The three-year goals generally address both 15 percent of the communities' total needs and reflect the required proportionality of tenure type and household type. Annual goals represent a reasonable proportion of the three-year goals and, if fulfilled, would lead to the accomplishment of the communities' three-year goals.

As in past years, Entitlement Cities continue to make heavy use of CDBG and other HUD funds to provide lower income housing assistance to residents of their communities. The CDBG program, particularly its housing rehabilitation component, continues to be directed mainly toward the needs of owner households while other HUD housing assistance is directed at renters.

HOUSING ASSISTANCE PLANS: PURPOSE, CONTENT, AND USAGE

HAP Purpose. The Housing Assistance Plan was created by Congress to improve the coordination of housing and community development efforts and to stimulate local governments to devise strategies to address the housing needs of lower income persons in their communities. Section 104(a)(4) of the Housing and Community Development Act of 1974 requires communities to submit a Housing Assistance Plan (HAP) as part of their CDBG application. Approval of a community's CDBG application and its future CDBG funding is contingent upon the community submitting a satisfactory HAP and demonstrating satisfactory performance toward meeting the housing goals identified in previously approved HAPs.

effect of this requirement is to provide local governments with a larger role and increased influence in the provision of HUD housing assistance.

HAP Content. The HAP is an annual document and consists of five parts. However, the first four parts are required to be submitted only once in three years and may be incorporated by reference in subsequent years. The fifth part, the Annual Housing Action Plan, is submitted each year.

The four parts requiring new submission every third year provide detailed descriptions of the size and condition of the community's housing stock, the housing needs of lower income households in the community, the proposed housing assistance goals for the three year period, and the availability of locations suitable for the development of low- and moderate-income housing projects through new construction or substantial rehabilitation assistance.

The fifth part of the HAP is the annual Housing Action Plan. This part of the HAP identifies the community's housing goals and the type of housing assistance which will be provided by the community in that year.

HAP Usage. Once approved by HUD, HAPs are intended to serve as more than just a local plan. However, in order to understand what functions they do serve, one function they do not serve should be clarified. Specifically, the goals and needs reported in HAPs do not determine how much HUD housing assistance a community will receive. The amount of HUD housing assistance an area receives is determined by a formula based on objective housing factors which allocates the various HUD housing resources on a "fair share"³ basis to "housing resource allocation areas" within the metropolitan and non-metropolitan areas of each state. This "fair share" figure is computed in the HUD Central Office and does not rely on HAPs developed at the local level.

Given a specified amount of HUD housing assistance to be provided a specific housing allocation area (generally central cities, counties, or groups of counties), HAPs determine the mix of housing type (new construction, substantial rehab, existing housing) and household type (elderly, small family, and large family) to be made available in that area. This mix is calculated by combining the goal proportions reported by communities in the housing-allocation area that submit HAPs with estimates of proportions for the areas in the housing allocation area not covered by HAPs.

Once the amount and mix of housing assistance are known, the HUD Area Office advertises the availability of housing assistance funds for specified areas and invites proposals from private developers, local governments, local housing authorities, non-profit organizations, and other interested parties. Copies of proposals received in response to these advertisements are submitted, as required by Section 213, to the chief executive of the community in which the proposed housing is to be located. During this 30 day "review and comment period" the chief executive can object to the proposed project as inconsistent with the HAP for that community. Comments made by the chief executive are taken into consideration when a proposal is evaluated by HUD, and, in certain circumstances, must be followed.⁴ If the HUD Area Office agrees that a proposed project is inconsistent with a community's HAP, the law requires that HUD not approve such a project. The HAP, therefore, is intended to provide the local government with the opportunity to shape and influence the type of HUD housing assistance that takes place in the community. In

summary, the HAPs shape only the mix of housing and the household type of HUD assistance that is provided to a community and not the overall amount of assistance that will be made available to a community.

HOUSING ASSISTANCE PLAN PROGRAM ISSUES

Because of the central role of the HAP in the CDBG application process, the multiple purposes of the HAP, and the importance of housing assistance to low- and moderate-income persons, the Housing Assistance Plan has come under close scrutiny. As a result of this interest, several concerns about the HAP process have been raised by Congress, OMB, local governments, and community groups.⁵

HAP Quality. Perhaps the most frequently raised issue regarding HAPs relates to the overall quality of the document itself. The crux of this issue is the reliability and availability of data needed to prepare a HAP, especially in Part I (Housing Conditions) and Part II (Housing Needs of Lower Income Households). For many communities, the only readily available information on local housing conditions comes from 1970 census data updated by building and demolition permits. Obviously, the age of this information significantly reduces its usefulness. Furthermore, much of the detailed information needed, such as the housing needs of lower income, female-headed, small families, is difficult to determine except by questionable extrapolation from aggregate census data.

This situation is compounded by the lack of standardized definitions for many important elements in the HAP. Although the HAP instructions include suggested measures for identifying "substandard housing" and there is some agreement within HUD on what constitutes an "adequate vacancy rate", neither of these terms is precisely defined. A variety of local definitions is used by the individual grantees and HUD Area Offices in the preparation and review of HAPs. Thus, the delivery of housing assistance at the local level is influenced by elements that may be defined somewhat differently in different communities and Area Offices.

HUD has attempted to remedy or alleviate these HAP-related data problems. For example, communities have been encouraged to use alternative data sources, including locally generated data in preparing HAPs. Annual Housing Survey data have also been provided to those communities for which this information is available. To facilitate the collection of local housing data, HAP-related planning and data collection activities are eligible CDBG activities and can be funded out of the CDBG program. However, since HAPs are intended primarily to be local documents, HAP data uniformity is difficult, if not impossible, to achieve. As a result, local communities have considerable flexibility in the types of data they use in preparing their HAPs and how they define the housing conditions or problems that exist in their communities.

The Role of HUD. HUD's extensive role in the preparation and assessment of the HAP has also been a source of frequent concern. The HUD Area Offices provide much of the data needed to prepare the HAPs, review and approve sources and methods used to generate estimates of housing conditions and needs, and determine the overall acceptability of the HAP. If the HAP is found to be "plainly inconsistent" with generally available data or "plainly inappropriate" given identified needs, the community's CDBG grant can be disapproved or conditioned until a more acceptable HAP is developed.

In addition, the Area Offices have the ability to significantly influence the type of housing assistance provided to a community. For example, as indicated above, the HUD Area Offices determine whether or not a community's vacancy rate and/or housing resources are adequate to meet the needs of lower income households.

Given this extensive involvement, local communities and Congress have expressed the concern that HUD's involvement has altered the "local character" of the documents. HUD has taken several steps in response to these concerns. In recognition of varying Area Office practices regarding HAPs, HUD is revising and developing more detailed guidelines for the housing assistance allocation process. The purpose of this effort is to increase consultation between the HUD Field Offices and local communities and housing agencies in each housing allocation area. HUD has also devised a more standardized procedure for assessing HAP performance and is considering ways to standardize the HAP review process as well. In 1980 the Department conducted extensive training for approximately 500 persons in Housing, Community Planning and Development, and other organizational units.

HUD Funding and HAP Goals. One of the basic objectives of the Housing and Community Development Act of 1974 and subsequent Housing and Community Development legislation was to foster the undertaking of housing and community development activities in a coordinated and mutually supportive manner. To implement this objective, current regulations require HUD to fund, to the maximum feasible extent, housing types and household types in the same proportion as specified in a community's HAP.

HUD's operationalization of this requirement has taken three forms. First, at the national level, HUD uses HAPs in determining the overall national housing mix that is needed. Second, in establishing the mix for specific housing allocation areas, the Area Offices are instructed to follow as closely as possible the housing type and household type mix reported in the sum of the HAPs in that allocation area. Finally, in making individual funding decisions, HUD attempts to avoid funding any project which is inconsistent with a jurisdiction's HAP.

In the last two years, HUD has taken several steps to improve the allocation process. First, since April 1979, Field Offices have been required to provide communities with estimates of the amount of housing assistance they could expect to receive in the next three fiscal years. This was done to allow communities to plan more effectively the housing assistance they would receive and provide in that period. This procedure was also intended to reduce some of the tension between HUD Field Offices and local governments, since it should lead to fewer adjustments in HAP goals.

Second, HUD designated separate housing resource allocation areas in October 1979. Prior to that time, the designation of separate allocation areas was left substantially to the discretion of each Area Office. Currently, all Areawide Housing Opportunity Plan areas, most SMSA central cities with populations greater than 150,000, and central cities and non-central city balances of SMSAs that exceed 150,000 population are designated as separate allocation areas. In addition, Area Offices still have the authority to declare other areas as "separate allocation areas" at their discretion. The purpose of this designation was to increase the consistency between HAP goals and HUD's allocation of housing resources.

THREE YEAR HOUSING ASSISTANCE GOALS

As indicated above, HAPs are in part annual documents and in part triennial documents. The three-year document is used to shape, in a more comprehensive fashion than single annual plans would be able, the housing assistance to be provided. Therefore, the three-year documents are usually given the greatest attention by cities and HUD Field Offices. The following section describes the three-year HAP goals established by the 195 Entitlement Cities in the CDBG Evaluation Data Base. Specifically, attention is given to the number of units to be provided and the extent to which program regulations regarding the establishment of overall and proportional goals are being met.

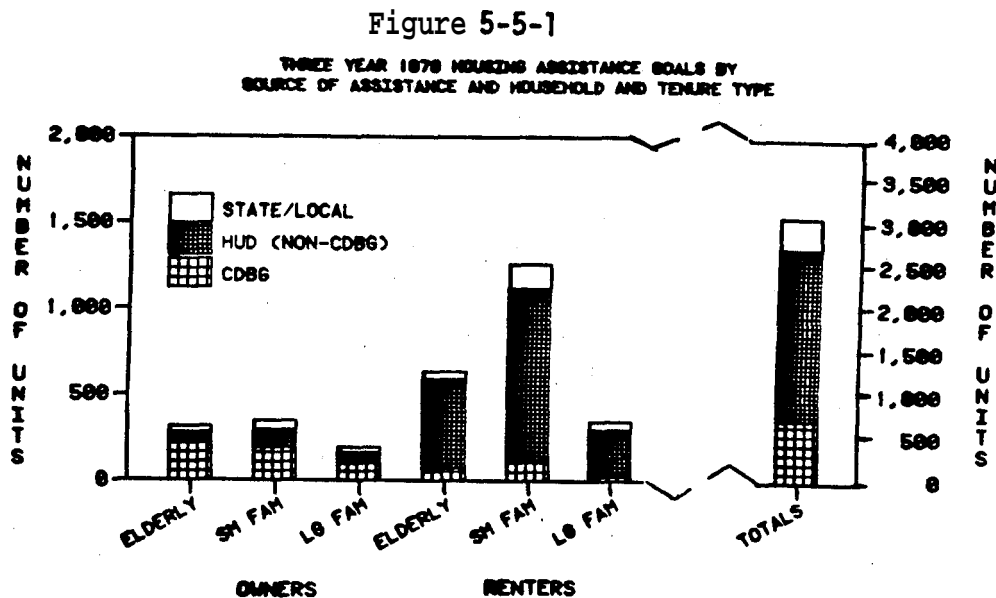
Total Planned Housing Assistance. The average three-year goals for Entitlement Communities in the CDBG Evaluation sample projected planned assistance to almost 3,100 lower income households per community. Almost three-quarters of this assistance was to go to renters, primarily small families. Goals for assistance to homeowners were more evenly distributed between assistance to small families, 37 percent, and assistance to elderly or handicapped households, 43 percent. Appropriately, the housing assistance goal for large families, which constitute the smallest percentage of households in need, was the smallest goal in each tenure type. See Table 5-5-1.

TABLE 5-5-1
AVERAGE THREE YEAR HOUSING ASSISTANCE GOALS
FOR ENTITLEMENT COMMUNITIES'
BY TENURE TYPE AND HOUSEHOLD TYPE
(n = 195) (Unweighted) *

TENURE	NATIONAL	HOUSEHOLD TYPE		
		Elderly/ Handicapped	Small Family	Large Family
Renters				
Number of Units	2242	636	1260	346
Column Percent	72.3%	66.9%	78.4%	61.4%
Row Percent	100.0%	28.0%	56.0%	15.0%
Owners				
Number of Units	858	315	348	194
Column Percent	27.3%	33.1%	21.6%	35.9%
Row Percent	100.0%	37.0%	41.0%	23.0%
Total				
Number of Units	3100	951	1608	540
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	30.7%	51.9%	17.4%

*Includes funding from CDBG, other HUD, state, and local sources

HUD and CDBG Funded Housing Assistance. The vast majority of the lower income households to be assisted by the Entitlement Community sample was to be assisted through either the Community Development Block Grant Program (23 percent) or other HUD assisted programs, primarily the Section 8 and the Low Income Public Housing Programs (66 percent). State and local programs accounted for only about 10 percent of all households to be assisted. This assistance was primarily planned to assist renter households, and within that group-the majority was directed at small families. See Figure 5-5-1. This distribution of CDBG, other HUD, and local assistance has been relatively stable over the history of the Block Grant program, but the role of CDBG rehabilitation has increased since the program was initiated. In 1975 and 1976, CDBG provided 14 percent of local housing assistance and other HUD programs 61 percent.



HUD and CDBG housing assistance to local communities are the largest source of housing assistance funds for low- and moderate-income persons. Many of the other programs, (i.e., state, local, Farmers Home program, and others) are not designed to serve low- and moderate-income persons. Therefore, as the small percentage of state and local assistance indicates, HUD assistance accounts for the overwhelming share of housing assistance provided to lower income households. On average, CDBG funds alone account for over half of all planned assistance to lower income families that are homeowners and over two-thirds of all assistance to elderly and handicapped homeowners. See Table 5-5-2. Other HUD sources contribute approximately another 20 to 30 percent to owner households.

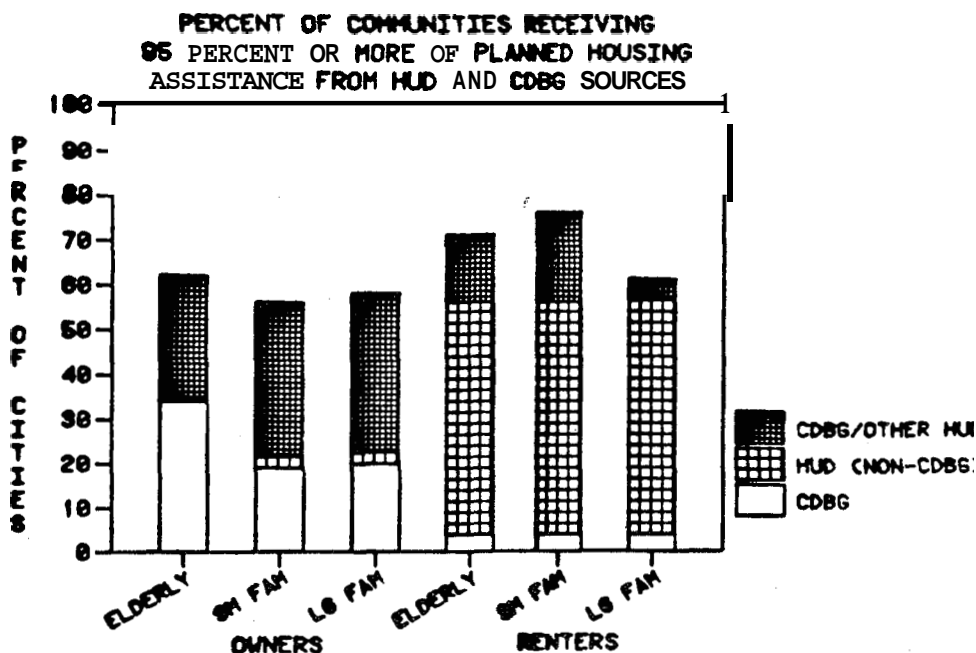
TABLE 5-5-2
SOURCE OF PLANNED THREE YEAR HOUSING ASSISTANCE
BY TENURE TYPE AND HOUSEHOLD TYPE
(n = 195) (Unweighted)

SOURCE AND TENURE	NATIONAL	HOUSEHOLD TYPE		
		Elderly/ Handicapped	Small Family	Large Family
Renters				
CDBG	11.1%	10.7%	11.3%	11.9%
Other HUD	79.8%	80.9%	79.2%	78.1%
State and Local	9.1%	8.4%	9.5%	10.0%
Owners				
CDBG	60.2%	69.6%	54.3%	53.9%
Other HUD	24.4%	17.7%	28.4%	30.2%
State and Local	15.4%	13.7%	17.3%	13.9%

Other HUD funds constitute an even greater share of planned assistance for renters than for owners. CDBG assistance for renters is much less significant than other HUD funds; only about 11 percent of assistance to each renter household type comes from the Block Grant program. Other forms of HUD assistance account for almost 80 percent of assistance to all renters in roughly the same proportion of each household type.

Furthermore, in many cities, either CDBG assistance or other HUD assistance separately account for all the housing assistance going to particular household types. And, in the majority of cities the two sources combined accounted for 95 percent of the planned assistance to be delivered to each household and tenure type in the three-year period. See Figure 5-5-2.

Figure 5-5-2



It is clear from the above data that other CDBG and HUD sources are used to complement each other. That is, since almost all of HUD's non-CDBG housing program funds go to renters and since a large number of owners are in clear need of housing-assistance, CDBG funds are used to fill that gap.

Housing Goals and Needs. In the first years of the program, communities were establishing widely varying and extremely ambitious goals, primarily because of their inexperience with housing programs. Many of these communities were establishing goals that, if met, would have addressed all lower income housing needs in a matter of two or three years. In addition, the initial CDBG program regulations provided little guidance. Communities were required to establish "realistic" three-year and annual goals for housing assistance to lower income households but were provided no standards by which to judge what would be "realistic." Furthermore, many grantees were operating under the mistaken assumption that higher goals would result in greater resources being made available to them.

Beginning in 1978 CDBG program regulations required communities to establish, with some exceptions, three-year housing assistance goals which represented assistance for at least 15 percent of needy households.⁶ This change brought about a marked reduction in the range of three-year goals proposed in HAPs. Although summary statistics are not available for the 1976 HAP goals, the distribution displayed in Table 5-5-3 clearly shows that most communities are now establishing goals in the 14 to 25 percent range. In contrast, only 38 percent of all communities established goals in this range in 1976.

TABLE 5-5-3
DISTRIBUTION OF CITIES BY PERCENT OF
ALL HOUSING NEED TO BE MET BY
PLANNED THREE YEAR HOUSING ASSISTANCE
(n = 147)

PERCENT OF NEED TO BE YET	YEAR	
	1976 Three Year Goal	1979 Three Year Goal
Less than 13.8%	19%	21%
14-16.9%	11%	24%
17-24.9%	21%	29%
25-39.9%	25%	17%
40-89.9%	15%	8%
90 + %	3%	1%
	N/A	20.5%
Median	N/A	17.3%

Source: Office of Evaluation, Community Planning and Development, HUD, Fifth Annual CDBG Report

Housing Goals and Proportionality. In addition to requiring communities to address a minimum percent of their total need, CDBG regulations also require communities to establish goals generally proportionate to the identified needs of household types--elderly, small family, large family--in their communities. In 1978 program regulations were revised to require household proportionality within tenure types, (i.e., renter and owner goals that more closely paralleled the identified needs of the elderly, small families and large families).

As a result of these regulations, the great majority of communities are now establishing three-year goals quite similar to their needs. In each household and tenure type, over 70 percent of all communities are planning to provide housing assistance within 3 percent of the identified needs for that group. See Table 5-5-4.

TABLE 5-5-4
DISTRIBUTION OF CITIES BY NEEDS vs. GOAL VARIANCES

HOUSEHOLD TYPES	GOAL VARIANCE		
	Cities Overtargeting by 3% or More	Cities Targeting Within ± 3% of Need	Cities Undertargeting by 3% or More
Elderly Owner	7%	79%	14%
Small Family Owner	16%	78%	6%
Large Family Owner	11%	82%	7%
Elderly Renter	11%	75%	14%
Small Family Renter	11%	71%	18%
Large Family Renter	13%	78%	9%

Source: Housing Assistance Plans, CDBG Entitlement Applications, Compiled by Office of Evaluation from data provided by Data Systems and Statistics Division, Community Planning and Development, HUD

Table 5-5-4 also shows that some communities overtarget assistance to a particular group while other communities undertarget assistance to that same group. Overall there is no identifiable pattern regarding the overtargeting or undertargeting of particular household types. The variation between goals and needs is apparently influenced by local characteristics and decision-making and not simply dictated by identified household and tenure type needs. Some communities are also establishing goals not identical to the proportion of needs identified in order to make up for the past under-delivery of some types of assistance or because of other pressing needs.

1980 ANNUAL HAP GOALS

The following section describes the annual goals established by the 195 Entitlement Cities in the CDBG Evaluation sample. The planned number of units and the distribution of those units by household and tenure type and the program source of the planned assistance are described. The 1980 goals are viewed as a part of a three-year planning cycle and are therefore described as proportions of the three-year goals. Using these data, an indication of whether or not communities are establishing reasonable annual goals that will lead to the meeting of those three-year goals will be provided.

1980 Planned Housing Assistance. In 1980 the 195 Entitlement Cities in the evaluation sample planned to provide assistance to an average of over 1,200 lower income households per community. In individual Entitlement Cities, the planned assistance ranged from fewer than 50 households to more than 10,000. Given this wide range, the median number of households for which assistance was planned--625--is probably more representative of the typical Entitlement City.

The distribution of 1980 annual goals closely paralleled the three-year goals described above. Renters were to receive 78 percent of assistance planned, and the bulk of this was to go to small families. Assistance to homeowners was more equally distributed between small families and elderly households. See Table 5-5-5.

TABLE 5-5-5
AVERAGE 1980 HOUSING ASSISTANCE GOALS
FOR ENTITLEMENT COMMUNITIES'
BY TENURE TYPE AND HOUSEHOLD TYPE
(n = 191)(Unweighted)

TENURE	NATIONAL	HOUSEHOLD TYPE		
		Elderly/ Handicapped	Small Family	Large Family
Renters				
Number of Units	946	274	527	145
Column Percent	77.8%	72.3%	82.5%	69.7%
Row Percent	100.0%	29.0%	55.7%	15.3%
Owners				
Number of Units	280	105	112	63
Column Percent	22.8%	27.7%	17.5%	30.3%
Row Percent	100.0%	37.5%	40.0%	22.5%
Total				
Number of Units	1226	379	639	208
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	30.9%	52.1%	17.0%

The source of 1980 housing assistance also closely resembled the three-year goals--heavy reliance on HUD assisted programs for renters, with CDBG funds contributing the larger share of assistance to owners. See Table 5-5-6.

TABLE 5-5-6
SOURCE OF PLANNED 1980 HOUSING ASSISTANCE
BY TENURE TYPE AND HOUSEHOLD TYPE
(n = 191)(Unweighted)

SOURCE AND TENURE	NATIONAL	HOUSEHOLD TYPE		
		Elderly/ Handicapped	Small Family	Lug. Family
RENTERS				
Other HUD	82.5%	82.7%	82.1%	81.1%
CDBG	8.3%	9.4%	8.7%	9.1%
State and Local	9.2%	7.9%	9.0%	9.8%
OWNERS				
Other HUD	24.0%	17.9%	28.3%	28.5%
CDBG	64.0%	72.5%	58.5%	57.8%
State and Local	12.0%	9.6%	13.2%	11.2%

1980 Goals and Three-Year Goals. In addition to expanding proportionality requirements to include household and tenure type and establishing a guideline for the minimum percent of need to be addressed, 1978 program regulation changes also required communities to establish successive annual goals that will be sufficient to fulfill the three-year goal. The purpose of this requirement was to further ensure that communities would establish reasonable goals on an annual basis.

Based on the goals established in 1979 and 1980, ~~most~~ communities are responding to this requirement by establishing goals that, if fulfilled, would lead to their meeting their three-year figure. See Table 5-5-7. Taken as a group, the 195 Entitlement Cities proposed 1980 goals averaging between 35 percent and 39 percent of their total three-year goals. These figures are slightly higher than the 1979 average goals and probably include adjustments to compensate for failure to meet all of their first year's annual goals.

In summary, Entitlement Cities are devising local strategies that closely relate to their identified needs. Three-year housing assistance goals established in 1979 vary less from needs than did 1976 three-year goals. Furthermore, the annual goals represent reasonable shares of the three-year goals. In the absence of data measuring performance toward these goals, however, it is not possible to determine whether or not even these reduced goals are "realistic." The goals do reflect a smaller proportion of total need, but difficulties in implementing housing assistance goals may lead to even these smaller goals not being reached.

TABLE 5-5-7

ANNUAL GOAL AS PERCENT OF THREE-YEAR GOAL
BY PERCENT OF COMMUNITIES AND TENURE TYPEANNUAL GOAL
PERCENTAGES OF
THREE-YEAR GOALAverage

Less than 10%

10-30%

30.1-40%

40.1-60%

60.1 + %

1979 (n = 195)

	OWNER			RENTER		
	<u>Elderly</u>	<u>Small Family</u>	<u>Large Family</u>	<u>Elderly</u>	<u>Small Family</u>	<u>Large Family</u>
<u>Average</u>	30.6%	36.3%	33.5%	34.6%	34.9%	38.7%
Less than 10%	8%	5%	7%	10%	3%	2%
10-30%	23%	17%	27%	21%	14%	19%
30.1-40%	58%	59%	47%	46%	61%	49%
40.1-60%	9%	13%	13%	13%	20%	20%
60.1 + %	2%	6%	6%	10%	2%	10%

1980 (n = 191)

	OWNER		RENTER			
	<u>Elderly</u>	<u>Small Family</u>	<u>Large Family</u>	<u>Elderly</u>	<u>Small Family</u>	<u>Large Family</u>
<u>Average</u>	35.2%	37.8%	36.5%	39.1%	37.3%	36.6%
Less than 10%	5%	7%	8%	9%	4%	7%
10-30%	26%	19%	18%	26%	26%	21%
30.1-40%	45%	45%	45%	29%	36%	37%
40.1-60%	16%	17%	20%	16%	23%	27%
60.1 + %	8%	12%	10%	19%	14%	8%

SECTION 1 FOOTNOTES

'In this chapter, expenditures rates, spending rates and drawdown rate are used interchangeably. Expenditure or spending rate is the generic term for any measure of pace of spending. Drawdown rate refers to a particular kind of expenditure rate in which disbursement is from the U.S. Treasury Regional Disbursement Office and the amount allocated is the amount obligated by HUD to a grantee through a letter of credit. This letter of credit establishes the limits on a grantee's ability to draw on federal monies.

There has been considerable debate on the usefulness of expenditure rate as a measure of performance. Expenditure rates offer visible advantages. All communities must keep record of Block Grant accounts. Therefore, spending rate information is readily accessible and standard across communities. If maintained regularly, the spending rate record provides the opportunity for comparison over time and among communities.

Its principal disadvantage is that rate of spending does not necessarily measure performance. It does not indicate what a community has done nor how well it has done it but only how fast it has done it. Neither does it take into account the fact that some CD activities take longer to consummate than others so that slower spending may reflect local priorities rather than local performance .

On the other hand, expenditure rates in the CDBG program do reflect the ability of a grantee to plan. For instance, if a city is unable to meet its own timetable for accomplishing locally defined goals, then there is reason to question the city's capacity to plan and implement its community development program.

²Phase-in status relates to the process by which communities which claimed higher entitlements under the Block Grant program than they had under prior community development categorical programs were brought into the new program. Those communities were phased into the CDBG program gradually and did not receive their full entitlement amount until their third year in the program.

³Most of the data included in this section derive from the CDBG Expenditure Rate Data Base developed by the Office of Evaluation. This data base was created through the merger of FORMS data (the records system maintained by HUD to trace funding and spending in the Block Grant) with demographic data and additional Block Grant information. The resulting data set has several advantages over previous expenditure rate information.

First, it allows an analysis by each Entitlement City's program year. Since CDBG recipients are permitted to set their own grant approval dates (i.e., program year 5), a measure of expenditure rate at any point in time (such as the end of the Federal fiscal year) catches some communities at the beginning of their Entitlement, others at the end and still others in between. Consequently, Federal fiscal year expenditure data provide a somewhat misleading picture of spending rates both in the aggregate and for particular communities. The CDBG Expenditure Rate Data Base provides drawdown information at regular intervals based on a community's program year approval date. There is, therefore, a basis for comparison among communities.

Secondly, the availability of the data at regular intervals over two program years offers the possibility of analysis of drawdown rates over time.

Finally, the merger of drawdown data with other community information permits extensive analysis across Entitlement Cities.

For this section, the CDBG Expenditure Rate Data Base was supplemented by information from other sources: CDBG accounting data from the Office of Finance and Accounting (HUD); Status of Funds data compiled from the 1980 Grantee Performance Report for 116 Entitlement Cities; telephone questionnaire responses from a survey of Community Development Directors (or their surrogates) in a 150 community stratified sample.

⁴ In August, 1980, the General Accounting Office (GAO) published a brief report concerning spending rates in the Block Grant program (CED-80-137). The GAO noted that since Hold Harmless recipients were by FY1980 drawing down from a fixed amount, the grouping of Hold Harmless Communities with other entitlement grantees artificially inflated expenditure rates in the Entitlement Block Grant program. Table 5-1-2 clearly indicates that the drawdown rate for Hold Harmless grantees is substantially higher than that for other entitlement recipients. Nonetheless, the relative size of the Hold Harmless component is now **so** small that its higher expenditure rate produces only a negligible effect on the total entitlement program spending rate.

⁵ **Department** of Housing and Urban Development. Office of the Special Assistant to the Secretary for Indian and Alaska Native Programs. Annual Report to Congress on Indian and Alaska Native Housing and Community Development Programs. Washington, D.C., 1980. p. 32.

⁶ The unexpended balance reported here is approximately 1 billion dollars greater than that reported by the General Accounting Office in its August, 1980 study. GAO employed an entitlement base which allowed for the fact that most Entitlement Cities had not at that time (April 1980) received their new annual entitlement amount. The amount reported in this section of the report is the unexpended balance at the **end** of the 1980 Federal fiscal year. It, consequently, overstates the unexpanded balance and the amount of time grantees had to spend their new entitlements. Most Entitlement Cities receive their new grant amounts between June and September. As a result, those communities had little time to drawdown from their new allocations, yet those allocations contribute to the unexpended balance.

⁷ The UDAG City Distress Index is a composite score of the number of times that a community falls above or below 6 indicators of community distress, including population growth, age of housing, percent of poor in the population, income growth, job lag and unemployment. A highly distressed city would have a UDAG ranking of 7. The least distressed would have a ranking of -1.

⁸ The CDBG 1980 Accomplishments Survey and the 150 Entitlement Community Survey of Local CD Directors reported that many communities indicated that they particularly had drawdown-related difficulties with three types of activities: Rehabilitation, acquisition, and public works. For this portion of the analysis, CDBG program difficulty was operationalized as the percentage of program funds spent on these three activities.

Variance explained is computed by squaring the multiple correlation coefficient. A multiple correlation coefficient of .50, for example, indicates that the independent variables explain 25 percent of the variance in the dependent variable (.50²). The five variables included in this regression equation account for 21 percent of the variance in drawdown for 1978 (.462²) and 16 percent of 1979 (.407²). In social science research, explained variation of this magnitude are considered significant.

SECTION 2 FOOTNOTES

¹24 C.F.R. 570.311(f)(1979).

²39 Fed. Reg. 40136, 40146 (November 13, 1974) Section 570.306(e) reads:

(e) Conditional approval. The Secretary may make a conditional approval in which case the full entitlement amount will be approved but the utilization of funds for affected activities will be restricted. Conditional approvals may be made only where local environmental reviews under 570.604 have not yet been completed, where the requirements of 570.607 regarding the provision of public services or flood or drainage facilities have not yet been satisfied, or where the provisions of 570.802 are exercised.

The referral to Section 570.604 Historical Preservation was an inadvertant error which was later corrected to mean Section 570.603 Environment. Section 570.802 referred to in Section 370.306(e) concerns the protection of the Federal Government's interest in existing Urban Renewal projects .

³The environmental requirements are contained in Section 104(h) of the Housing and Community Development Act of 1974, as amended. The non-availability of other federal funds test is found at Section 105(a)(2) and 105(a)(8) of the 1974 Act, as amended. Protection of the federal interest in existing urban renewal projects is found at Section 112 of the 1974 Act, as amended.

⁴24 C.F.R. 570.311(f)(1979). See Current Conditioning Framework, and footnotes 12 and 13.

⁵U.S. Department of Housing and Urban Development, Office of Evaluation, Community Planning and Development, First Annual Report: Community Development Block Grant Program, Footnote 4, p. 15, U.S. Government Printing Office, December 1975.

⁶41 Fed. Reg. 4132, 4137 (January 28, 1976) Section 306(e) was amended (in brackets)

(e) Conditional approval. The Secretary may make a conditional approval, in which case the full entitlement amount will be approved but the utilization of funds for affected activities will be restricted. Conditional approvals may be made only where: (1) local environmental reviews under 570.603 have not yet been completed; (2) the requirements of 570.607 regarding the provision of public services or flood or drainage facilities have not yet ben satisfied; (3) the provisions of 570.802 are exercised; or (4) there is substantial evidence of failure to comply with the requirements of this Part or other applicable law, in which case the reason for the conditional approval and the actions necessary to remove the condition shall be specified.

For Fiscal Year 1976 only, HUD may condition the approval of an application to require a recipient to submit a revised housing assistance plan to reflect revisions in 570.303(c) adopted subsequent to preparation of the application.

⁷42 Fed. Reg. 5312,5313 (January 27, 1977). See Section 570.909 entitled Secretarial review of recipient's performance.

⁸42 Fed. Reg. 5312, 5315 (January 27, 1977). Section 570.910(b) authorizes a series of sanctions which may be taken in response to review of a recipient's performance, including the conditioning of a succeeding year's application (subsection (b)(9)) and the reduction of the recipients annual grant by up to the amount conditioned (subsection (b)(10)). Sections 570.910(b) 9 and 10 state:

(9) Condition the approval of a succeeding year's application if there is substantial evidence of a lack of progress, nonconformance, noncompliance, or a lack of a continuing capacity. In such cases, the reasons for the conditional approval and the actions necessary to remove the condition shall be specified, as provided in 570.306(e)(3).

(10) Reduce the recipient's annual grant by up to the amount conditionally approved pursuant to Section 570.306(e)(3) where such condition or conditions have not been satisfied.

⁹42 Fed. Reg. 5312, 5313 (January 27, 1977). See Section 570.306(e)(3).

The prefatory comments on the regulation change concerning 570.910(b) 9 states:

Another major change is to authorize HUD to condition contracts for lack of performance, nonconformance or lack of continuing capacity, as well as for noncompliance with applicable laws or regulations. This amendment appears in 570.910(b)(9). Whereas the Department intends to use its authority to condition contracts as a means to achieve performance only in the most extreme cases, it is recognized that there may be instances where this is an appropriate sanction in specific situations. Accordingly, 570.306(e)(3) is also amended to be consistent with this provision.

"Housing and Community Development Act of 1977, Hearings before the Subcommittee on Housing and Community Development, Committee on Banking, Finance, and Urban Affairs, House of Representatives, 95th Cong., 1st Sess., pt. 1, 1-15 (1977). (Testimony of Patricia Roberts Harris, Secretary of HUD). Housing and Community Development Legislation of 1977, Hearings Before the Committee on Banking, Housing and Urban Affairs, U.S. Senate, 95th Cong., 2d Sess. 114-120 (1977). (Testimony of Patricia Roberts Harris, Secretary of HUD). Also see: Department of Housing and Urban Development-Independent Agencies Appropriations for 1978: Hearings Before the Subcommittee of the Committee on Appropriations, House of Representatives, 95th Cong. 1st Sess., Pt. 6, 3 (1977). (Testimony of Patricia Roberts Harris, Secretary of HUD): Department of Housing and Urban Development, and Certain Independent Agencies

Appropriations-Fiscal Year 1978, Hearings before the Committee on Appropriations, U.S. Senate 95th Cong., 1st Sess., Pt. 2, 1000, 1024 (1977) (Testimony of Patricia Roberts Harris, Secretary of HUD).

¹¹HUD Notice (CPD 77-10, April 15, 1977) "Management of the Community Development Block Grant Program." The Notice distinguished two bases for the conditional approval of an application as a result of substantive reviews. Entitlement grantees who could not justify certain activities under the 'maximum feasible priority' test were requested to reprogram funds. If such reprogramming could not be accomplished within the statutory 75 day period, the application was to be conditionally approved, upon the submission of additional justification or future reprogramming of funds by a specific date. Funds were not to be released until the condition was satisfied. The Notice reads:

...if the application contains activities that are eligible under 570.200(a) of the regulations, but there is uncertainty as to whether they meet the maximum feasible priority certification and it is too late in the review period to obtain the additional information needed, you should accept applicant's certification, approve the application and advise the applicant in the approval letter that the program will be closely monitored early in the program year. However, if the activities are eligible, but there is substantial evidence that they do not meet the requirements of Section 570.303(b) (5) of the regulation, funding for the activities affected by such deficiencies is to be conditionally approved. Such approvals are appropriate only where specifically identified corrective or remedial actions can be taken by the grantee within a reasonable time after the end of the review period to overcome the deficiencies to the extent necessary to permit the activities to be undertaken as proposed, or, if necessary, with modifications. All conditional approvals must be inserted in item 20 of the Funding Approval Form (HUD-7082) and the reasons for the conditions and the actions necessary to remove them must be specified.

Since the CDBG program was into its third year and most grantees had substantial record concerning program progress, performance and compliance, the Notice also required HUD Area Offices to give close scrutiny to grantees' performance in accordance with the new standards published on January 27, 1977. This information was to be carefully considered in reviewing applications. In addition, criteria for reviewing HAP, citizen participation, and equal opportunity performance matters was provided.

Where performance deficiencies were found, a grantee was to be advised in specific terms of the nature of the deficiencies and the steps to be taken to remedy them. Grantees were to be given a full opportunity to respond to Area Office findings and explain the actions they expected to take to expedite programs or remedy noncompliance. However, if a grantee did not respond to Area Office findings after being given adequate notice and an opportunity to correct such deficiencies, the Notice specified a series of procedures and sanctions:

...grantees should be placed on notice in writing of the remedial or corrective action to be taken to overcome the deficiencies, and that failure to comply may result in a conditional approval of the succeeding year's application or the imposition of funding sanctions pursuant to Subpart J of the regulation. In the most serious such cases of continued nonperformance or noncompliance, the HUD Area Office should transmit, through the Regional Office, a recommendation to Central Office for reduction of current or succeeding year funding. Central Office will support your management decision, if there is an adequate administrative record.

¹²24 C.F.R. 570.311(f)(1) (1979). Section 570.603 referred to in subsection .311(f)(1) reads:

570.603 Environment.

In order to assure that policies of the National Environmental Policy Act of 1969 are most effectively implemented in connection with the expenditure of funds under this Part the recipient shall comply with HUD Environmental Review Procedures (24 CFR Part 58) leading to certification for the release of funds for particular projects. These procedures set forth the regulation, policies, responsibilities and procedures governing the carrying out of environmental review responsibilities of recipients.

¹³24 C.F.R. 570.311(f)(2) (1979). Section 570.607 referred to in subsection 311(f)(2) reads:

570.607 Activities for which other Federal funds must sought.

A recipient may use community development funds for the provision of public services as described in 570.201(e) for activities (other than those previously approved under the model cities program and described in 570.200(c); or flood or drainage facilities as described in 570.201(c)(13), Provided That:

(a) An application or written inquiry has been made to the Federal agency or agencies, if any, which conduct a program or programs most likely to meet the needs for which community development funds are being considered, or of the State or local agency or agencies, if any which customarily receive funds from such programs and administer them within the recipient's jurisdiction.

(b) One of the following responses has been received: (1) A written statement of rejection from such Federal, State or local agency, if any; (2) a written statement that funds cannot be made available for at least 90 days after the request; or (3) no response from the Federal, State or local agency, if any, within a 45 day period from the date of application or inquiry; which states that funds can be made available within 90 days from the date of the responses.

(c) The recipient has notified HUD of the result of the application or inquiry and has received authorization from HUD to incur costs for such activities.

¹⁴24 C.F.R. 570.311(f)(3) (1979). Matters relating to conditional approvals in Sections 570.910(b) referred to in subsection 311(f)(3) reads:

(9) Condition the approval of a succeeding year's application if there is substantantial evidence of a lack of progress,

(10) Reduce the recipient's annual grant by up to the amount conditionally approved pursuant to 570.311(f)(3) where such condition or conditions have not been satisfied.

Section 570.911 referred to in subsection 311(f)(3) reads:

Reduction of Annual Grant.

When the Secretary determines on the basis of a review of an entitlement recipient's performance, that the objectives set forth in 570.909(a) have not been met, the Secretary may make an appropriate reduction in the entitlement grant amount for the succeeding program year. A reduction will not be made in the entitlement grant amount until at least one of the corrective or remedial actions specified in 570.910(b) has been taken, and only then if the recipient has not made an appropriate and timely response. The Secretary may reduce the entitlement amount down to zero for a succeeding program year. Prior to making a reduction in the entitlement amount under this section, however, the recipient shall be notified and given an opportunity within a prescribed time for an informal consultation regarding the proposed action.

¹⁵U.S. Department of Housing and Urban Development, Reviewing and Processing Community Development Block Grant Entitlement Applications, Handbook 6053.1 Rev. (March 1979). Chapter 8 of the Handbook discusses the general use of "special conditions" pursuant to 24 CFR 570.311(f) and their use in two specific substantive areas: application deficiencies and performance deficiencies. Generally, approvals with special conditions may be made only where specifically identified corrective or remedial actions can be taken within a prescribed reasonable time after the end of the review period to overcome the deficiencies. The form of the condition must specify the action(s) necessary to remove it, and the date(s) by which the actions must be taken. The contract condition must be approved by the HUD Area Counsel and be inserted into the funding form to be signed by the grantees.

The Handbook also discusses what application deficiencies may be the subject of a conditional approval. If by the 60th day of the review period, the applicant has been willing but unable to correct deficiencies in the Annual Community Development Program involving eligibility, maximum feasible priority, plainly inconsistent, plainly inappropriate, or program benefit to low- and moderate-income persons, or the HAP, the Handbook specifies that a special condition is the appropriate remedy rather than a grant disapproval. All or part of the application funds may be the subject of condition. In cases where the whole application or obligation is affected by the deficiency, the utilization, or obligation of the entire grant shall be prohibited until the condition is met. In cases where only a specifically identifiable activity or project is affected, only the utilization or obligation of the funds for that activity or project shall be prohibited until the condition is met. Application deficiencies which do not have a bearing on the current year's program or the HAP shall not be a basis for contract condition. In addition, subsequent HUD issuances to the field have indicated that only those application deficiencies which would warrant disapproval are to be the subject of a condition. The Handbook **also** specifies a form example of conditional approval for application deficiencies.

Performance deficiencies may also be the subject of a conditional approval. Two circumstances are described when a special contract condition is appropriate when there is substantial evidence that there has been or will be a lack of substantial progress, nonconformance, noncompliance, or a lack of continuing capacity on the part of the applicant. The first circumstance occurs where the prerequisites for an immediate grant reduction set forth in 24 CFR 570.911 have not been met. The second circumstance occurs where the Area Office wants to provide the grantee with a last chance to correct its performance problems before its grant is reduced.

The condition may either impose a restriction on the obligation and utilization of grant funds for the affected projects and activities until the condition is removed or permit the unrestricted use of grants funds for those projects and activities until such time as it is determined that the contract condition was not met. The Handbook also specifies a form example of a conditional approval for performance deficiencies.

¹⁶U.S. Department of Housing and Urban Development, Funding Approval Under Title I of the Housing Community Development Act of 1974 (Public Law 93-383), as amended, HUD-7082 (8-78) p.5. Area Offices send copies of special conditions inserted into item 18 of the grant agreement to the Central Office. The conditions are analyzed for reporting purposes and to determine the technical adequacy and appropriateness for internal management purposes.

SECTION 3 FOOTNOTES

¹Staff Report, Community Development Block Grant Program, Committee Print, Subcommittee on Housing and Community Development of the House Committee on Banking, Finance, and Urban Affairs, 95th Cong., 1st Sess., (Washington, D.C.: Government Printing Office, February, 1977), pp. 33 and 34. See also Targeting Community Development, the third report on the Brookings Institution Monitoring Study of the Community Development Block Grant Program, January, 1980, p.24.

²Housing and Community Development Act of 1974, Public Law No. 93-383, Sections 105(a)(2); (a)(3); (a)(8); and (a)(13), (1974).

³43 Fed. Reg. 8460 (1978) Section 570.301(c)(3).

⁴Low- and moderate-income areas are those tracts with a median family income of less than or equal to 80 percent of the SMSA median family income.

⁵Area distress or census tract distress measures the extent of poverty and the degree of physical decay for each census tract relative to all other census tracts in that city. Four factors are considered in determining the level of distress of the census tract: The percentage of persons living below the poverty level in 1969; the percentage of housing built prior to 1940; the percentage of dwelling units non-owner-occupied; and, the census tract median family income.

SECTION 4 FOOTNOTES

¹"Specially Authorized activities must be shown by the applicant to be necessary and appropriate to implement the applicant's strategy for economic development. The applicant shall provide HUD with a description of the activity and of the relationship to the applicant's strategy for economic development. In authorizing activities, HUD will take into account the amount of long-term employment to be generated by the activity accessible to low and moderate income persons, the necessity of the activity to stimulate private investment, the degree of impact on the economic conditions of the applicant, and the availability of other Federal funds." 24 CFR 570.203.

²Housing and Community Development Act of 1974, 24 CFR 105(a)(14), Section 105(a)(15). Note that these changes will not affect planned CDBG activities until program year 1981.

³The economic development strategy measure includes as economic development all funds budgeted for parking facilities, for the assistance of privately owned utilities, for specially authorized economic development activities, and for local development corporations. Additionally, it includes all funds budgeted for any other activity that a content analysis of a city's application indicates to be for promoting economic development. It is cited because it was used in previous Annual Reports and can be replicated for 1980 to analyze time trends.

The economic development purpose measure includes as economic development that portion of funds for any activity that a content analysis of a city's application indicates to be for promoting economic development. The local program purpose measure is more refined than the strategy measure, and it also permits analysis of the specific sub-purposes for which a city budgeted economic development. The purpose measure was coded only from 1980 applications and, therefore, is not available for prior years.

⁴This finding of stability in level of funding for economic development is somewhat different from the findings reported in Chapter 4. There are several reasons for this difference: The two chapters cover largely different time periods. Chapter 4 covers 1975-79 and Chapter 5, Section 4, 1978-80. Chapter 4 is based on data which are reported expenditure data from Entitlement Cities, Urban Counties, and Hold Harmless Communities, while that in Chapter 5, Section 4, is based on budget information from CDBG Entitlement City applications. Finally, the data are based on different samples--Chapter 4 includes some 600 Entitlement Cities, Urban Counties, and Hold Harmless Cities, while Chapter 5, Section 4, is based on 200 Entitlement Cities.

⁵See Note 3 Supra.

⁶Economic Development and the Community Development Block Grant Program. HUD, CPD, Office of Evaluation (Summer, 1980).

⁷See also Methodological Appendix, Section 4.

SECTION 5 FOOTNOTES

¹ Similar weighting was not done due to the importance of the formula used to allocate federal housing assistance funds to geographical areas. This "fair share" formula is based on specific housing needs (see Footnote 3). Since both grant size and other formula considerations were used to select the sample cities and thus to weight their data, weighting HAP data by the same values as the CDBG funding data would be inappropriate.

² The major exceptions to this requirement are proposals to provide 12 or fewer dwelling units and proposals with respect to housing in HUD approved new communities (24 CFR 891.201).

³ This fair share formula is calculated by averaging the allocation area's percentage of the national totals for each of the following six factors: Population; number of families with income below 50 percent of median family income for the respective census regions; number of housing units lacking some or all plumbing facilities; number of housing units with more than 1.01 persons per room; the number of additional vacant housing units that would be needed to bring the vacancy rate up to 6 percent; and the number of renter households paying more than 25 percent of their income for gross rent, lacking complete plumbing facilities, and/or living in overcrowded housing.

⁴ The Area Office must follow local chief executive's recommendation in the following cases unless they have "substantial" evidence to the contrary: If the proposed number of dwelling units exceeds the three-year HAP goals by housing type or by household type within either tenure type; if the proposed location of newly constructed or substantially rehabilitated units is not within the general locations specified in the applicable HAP and is objectionable to the local government for specified reasons; and/or if the proposed housing assistance is inconsistent with any other limiting factors set forth in the HAP (24 CFR 891.204(b)).

⁵ The following discussion is drawn from Raymond Struyk, Saving the Housing Assistance Plans, The Urban Institute, 1980; Monitoring Community Development, The Working Group on Community Development Reform, 1980; and testimony during 1980 CDBG reauthorization hearings.

⁶ Exceptions are allowed for applicants within HUD approved areawide Housing Opportunities Plans and in cases where "15 percent" goals would clearly not be feasible (24 CFR 570.306(c)(1)(b)(iii)).

METHODOLOGICAL APPENDIX

SECTION 1: SAMPLES AND SAMPLING METHODOLOGIES

The data in this report were derived from diverse sources. Two large samples provided most of the information in Chapters 3 and 4.

Chapter 3: The CDBG Evaluation Sample

In previous years, the Evaluation Data Base was based on a sample of 151 Metropolitan Communities. With the elimination of Hold-Harmless Communities from the entitlement universe in 1980, only 113 of the 151 sample cities remained in the universe. It was thus necessary to redesign the evaluation sample.

The new CDBG evaluation sample is a stratified random sample of 200 entitlement cities. Stratification was based on the following variables: Size of recipient's grant; whether the recipient was a central city or a suburban city; and whether the recipient qualified under CDBG Formula A or Formula B. Selection was also designed to promote the maximum retention of cities included in the 151 city sample.

Because of the importance of making comparisons between central cities and non-central cities, and between cities using Formula A and Formula B, the universe was considered to consist of four sub-universes defined by these characteristics. The sample was selected independently in each sub-universe.

Based on available data, an allocation between central cities and non-central cities that would yield a minimum sampling error for estimates relating to the whole universe would require that only about 29 of the 200 sample cities be non-central cities. However, to provide greater reliability for statistics relating to non-central cities and for comparisons between central and non-central cities, the sample size for non-central cities was increased to 50. For the same reasons, the sample was split evenly between cities using Formula A and cities using Formula B.

Within each of the four sub-universes, the cities were divided into five strata according to grant amount. The optimum allocation of the sample among the five strata depends upon the mean square deviation within each stratum. This is different for each statistic to be derived from the sample. However, experience has shown that the mean square deviation usually ranges between being proportional to the mean value of the grant amount in the stratum and being proportional to the square of the grant amount. Therefore, an intermediate position was taken, namely, the mean square deviation would be approximately proportional to the grant amount raised to the power $3/2$. This calls for sampling cities with probability proportionate to the mean grant amount in the stratum raised to the power $3/4$. Accordingly, the sample has been allocated as shown below. The base year used for drawing the sample was 1979.

The CDBG Sixth Annual Report is the first Annual Report to use this 200 city sample. To provide for comparison over time, 1978, 1979, and 1980 CDBG Application Data for cities in the sample were included in the data base.

The size of the universe of entitlement communities changes yearly. In no year does the number of coded documents actually equal 200. In 1978 six of the cities included in the sample elected not to participate in the CDBG program. The number of non-participating sample cities in 1979 was five. The actual sample size for 1980 was 168. This is due to exclusion of six non-participants and twenty-six participants whose applications arrived too late for inclusion here. However, since the actual changes in number from 1978 to 1980 were not significant, the sample was not redrawn for any of these years.

Actual figures on the universe of cities and the distribution of sample cities by stratification criteria for 1978, 1979, and 1980 follows:

1978-200 CITY SAMPLE ALLOCATION				
GRANT AMOUNT (millions of dollars)	CENTRAL CITIES			
	FORMULA A		FORMULA B	
	Universe	Sample	Universe	Sample
over \$10	11	11	29	29
\$4-10	28	28	33	18
\$2-4	33	13	51	16
\$1-2	56	14	43	9
under \$1	68	9	28	3

1978-200 CITY SAMPLE ALLOCATION				
GRANT AMOUNT (millions of dollars)	NON-CENTRAL CITIES			
	FORMULA A		FORMULA B	
	UNIVERSE	SAMPLE	UNIVERSE	SAMPLE
ver \$10	--	--	--	--
4-10	2	2	2	2
2-4	8	4	17	9
1-2	22	5	27	9
nder \$1	75	10	19	3

Total universe of eligible participants in Entitlement program = 558

Total universe of participants in Entitlement program = 552

Total of eligible participants in Sample = 200

Total participants in Sample = 195

1979-200 CITY SAMPLE ALLOCATION				
GRANT AMOUNT (millions of dollars)	CENTRAL CITIES			
	FORMULA A		FORMULA B	
	UNIVERSE	SAMPLE	UNIVERSE	SAMPLE
over \$10	11	11	29	29
\$4-10	28	28	33	18
\$2-4	33	13	51	16
\$1-2	56	14	43	9
under \$1	68	9	28	3

1979-200 CITY SAMPLE ALLOCATION				
GRANT AMOUNT (millions of dollars)	NON-CENTRAL CITIES			
	FORMULA A		FORMULA B	
	UNIVERSE	SAMPLE	UNIVERSE	SAMPLE
over \$10	--	--	--	--
\$4-10	2	2	2	2
\$2-4	8	4	18	10
\$1-2	22	5	26	8
under \$1	77	11	19	3

Total universe of eligible participants in Entitlement program = 561
 Total universe of participants in Entitlement program = 554
 Total of eligible participants in Sample = 200
 Total participants in sample= 195

1980-200 CITY SAMPLE ALLOCATION				
GRANT AMOUNT (millions of dollars)	CENTRAL CITIES			
	FORMULA A		FORMULA B	
	UNIVERSE	SAMPLE	UNIVERSE	SAMPLE
over \$10	11	9	29	21
\$4-10	28	27	33	15
\$2-4	33	10	51	15
\$1-2	55	10	43	9
under \$1	70	9	31	3

1980-200 CITY SAMPLE ALLOCATION

GRANT AMOUNT (millions of dollars)	NON-CENTRAL CITIES			
	FORMULA A		FORMULA B	
	UNIVERSE	SAMPLE	UNIVERSE	SAMPLE
over \$10	--	--	--	--
\$4-10	2	2	2	2
\$2-4	7	4	18	6
\$1-2	22	5	24	8
under \$1	76	9	18	4

Total universe of eligible participants in Entitlement program = 572

Total universe of participants in Entitlement program = 553

Total of eligible participants in Sample = 200

Coded documents in sample = 168

NOTES

- 1 Benjamin Tepping, "A Sample of 200 Metropolitan Entitlement Cities." Westat Corporation (1980).

CHAPTER 4: THE 1980 CDBG ACCOMPLISHMENTS SURVEY SAMPLE

The 1980 CDBG Accomplishments-Survey was a mail questionnaire sent to the Community Development Directors of all participating CDBG entitlement jurisdictions. The questionnaires were mailed in December 1979. Between January and March 1980, community development officials from 646 Entitlement Cities, Urban Counties, and Hold Harmless Communities completed and returned the questionnaire.

The survey instrument used in this survey was jointly developed by HUD, the Academy For Contemporary Problems, several local community development directors, and staff members of national organizations concerned with the CDBG program. This survey is the only source of available data on actual cumulative accomplishments of the entitlement CDBG program at the national level. It was designed to collect detailed information from the CDBG entitlement grantees on the CDBG activities and projects which were completed from 1975 through September 30, 1979.

Of 1,364 program participants, 646 returned completed questionnaires. Respondents have been stratified by program type and by grant size. The responding communities constituted 48 percent of all CDBG entitlement grantees and accounted for 55 percent of all funds assigned to entitlement jurisdictions over the five years. The respondents were fairly evenly distributed among small, medium, and large communities.

GRANTEE TYPE AND GRANT AMOUNT	GRANT SAMPLE (000)		GRANT SAMPLE (000)	
<u>Metropolitan City</u>				
Less than \$5 million	227	\$352,758	446	\$671,917
\$5-20 million	41	416,232	76	763,542
Greater than \$20 million	7	274,785	10	479,586
<u>Urban County</u>				
Less than \$5 million	45	122,985	77	215,183
Greater than \$5 million	4	44,560	8	89,217
<u>Hold Harmless</u>	<u>321</u>	<u>198,827</u>	<u>729</u>	<u>339,846</u>
	646	\$1,410,147	1,364	\$2,559,191

The information obtained from the CDBG Accomplishments survey is reported as projected sums of national accomplishments. Projected sums are also reported for each grantee type, the major census regions, population categories, and levels of community distress. This allows a discussion of national accomplishments and an examination of the success of particular communities with specific characteristics. It should also be noted that since the information in Chapter 4 is based on the actual expenditure of CDBG funds for Entitlement Cities; Urban Counties; and Hold Harmless Communities from 1975 to 1979, it may differ slightly in some instances from information reported in Chapter 3 which was based on budgeted information for Entitlement Cities only from 1978 to 1980. Chapter 3 discusses budgeted information; Chapter 4 discusses expended information for the 1975-1979 period in which it was spent.

To produce national projections of accomplishments with CDBG funds, responses to the survey were weighted according to the annual CDBG grant amount received by the communities. For example, survey responses from Smaller Metro Cities were weighted by a factor of 1.904 to set their 53 percent of the total Smaller Metro annual grants equivalent to 100 percent. Even though over half of the assigned funds are accounted for by the survey respondents and the weighting is carefully applied, the projections will contain some amount of error. Nevertheless, this cautionary note should not obscure the importance of the information presented in Chapter 4 and in the accompanying Appendix. Both provide, for the first time, detailed accounts on a national basis of the actual accomplishments that resulted from the CDBG entitlement program from 1975 to 1979.

The following weighting scheme was utilized:

<u>ACCOMPLISHMENTS SURVEY WEIGHTING SCHEME</u>	
<u>GRANTEE TYPE AND ANNUAL GRANT AMOUNT</u>	<u>WEIGHT</u>
Entitlement Less Than \$5 m	1.904
Entitlement \$5 - 20m	1.834
Entitlement Greater than \$20m	1.745
Urban County Less Than \$5 m	1.750
Urban County Greater than \$5 m	2.002
Hold Harmless	1.709

SECTION 2: DESCRIPTION OF CDBG EVALUATION SAMPLE DATA

The data in the CDBG Evaluation Data base are derived from CDBG Applications and Grantee Performance Reports (GPRs) for the 200 cities in the CDBG evaluation sample.

Data from 1979 and 1980 CDBG Applications were analyzed for content and coded from two forms: The Project Summary, Form HUD-7066 (6-78), and the Cost Summary, Form HUD-7067 (6-78). Data from 1978 CDBG applications were derived from an analysis of the Community Development Program, Form HUD-7015.1 (11-75).

The entire Cost Summary has been coded for 1980. This form provides citywide information concerning the dollar amounts budgeted to all eligible activities, the portion of funds being used for planning and administration, program income, and reprogrammed funds.

The Project Summary Form provides detailed information on each project the grantee plans to undertake with CDBG funds. Information coded from this form includes: The project number; the component activities; the dollar amounts budgeted to the component activities; the amount of budgeted funds going to benefit low- and moderate-income persons; the census tracts in which the project is to occur; other funds to be used in the project and their source; the anticipated accomplishments of the project (for example, the number of houses to be rehabilitated); a more detailed description of the activities; and the grantee's stated purpose for undertaking the project.

GPR information, with one partial-exception, is not included in this report because it was unavailable for analysis. The timing and content of GPRs was changed effective June 1980. GPRs now arrive in the Area Offices six months later than they did in prior years. They also contain more information than they did previously, making the coding effort more extensive. An insufficient number of GPRs had been received and coded by the cutoff date for completing the analysis for this report to form a representative sample.

For the sample cities, the one GPR form from which data are used is Status of Funds, Form HUD-4950.3 (1-80). The sample included here comprises 116 cities. This form provides aggregate information on the current status of funds from all grant years for each city, the estimated program costs, the amount expended, the amount obligated, and the unexpended balance.

The CDBG Evaluation Data Base also includes census data by city and for cities by census tract. These data make it possible to describe the areas in which cities plan to spend their CDBG funds in terms of characteristics of the housing stock and the income and race of the residents.

SECTION 3: NATIONAL OBJECTIVES

There are now nine legislative objectives of the Housing and Community Development Act of 1974, as amended. They include: The elimination of slums and blight; the elimination of detrimental conditions; the conservation and expansion of the housing stock; the expansion and improvement of community services; promotion of a more rational use of land; reduction of the isolation of income groups; historic preservation; promotion of economic development; and promotion of energy conservation. For seven of these objectives, the 33 budget line items contained in the CDBG application are apportioned to the national objective they best fit. The amount of funds devoted to the advancement of the other two objectives--reduction of the isolation of income groups and energy conservation--was calculated by adding the dollar amounts budgeted to projects that the cities noted in their narrative descriptions as being undertaken to promote these objectives.

Listed below are the nine national objectives. Below each objective are the budget lines that relate to each objective or, in the case of reduction of the isolation of income groups and energy conservation, the method used to determine their fundings.

NATIONAL OBJECTIVES

(1) ELIMINATION OF SLUMS AND BLIGHT

- acquisition of real property
- relocation payments and assistance
- completion of previously approved urban renewal projects
- disposition
- payments for loss of rental income

(2) ELIMINATION OF DETRIMENTAL CONDITIONS THROUGH CODE ENFORCEMENT, DEMOLITION, INTERIM REHABILITATION ASSISTANCE, AND RELATED ACTIVITIES

code enforcement
clearance activities
solid waste disposal facilities
water and sewer facilities
street improvements
interim assistance
flood and drainage facilities

(3) CONSERVATION AND EXPANSION OF THE HOUSING STOCK

rehabilitation of public residential structures
public housing modernization
rehabilitation of private properties

(4) EXPANSION AND IMPROVEMENT OF COMMUNITY SERVICES

public services
fire protection facilities
removal of architectural barriers
public utilities

(5) MORE RATIONAL USE OF LAND AND THE BETTER ARRANGEMENT OF RESIDENTIAL, COMMERCIAL, INDUSTRIAL, RECREATIONAL, AND OTHER NEEDED ACTIVITY CENTERS

parks, playgrounds and other recreational facilities
foundations and platforms for air rights sites
pedestrian malls and walkways
senior centers
centers for the handicapped
neighborhood facilities
public facilities and improvements

(6) REDUCTION OF THE ISOLATION OF INCOME GROUPS

calculated by adding the dollar amounts budgeted to projects that the cities report as designed to promote this objective.

(7) HISTORIC PRESERVATION

historic preservation

(8) ECONOMIC DEVELOPMENT

acquisition for economic development
public improvements and facilities for economic development
commercial and industrial facilities
special activities by local development corporations
assistance to privately owned utilities
parking facilities

(9) ENERGY CONSERVATION

calculated by adding the dollar amounts budgeted to projects that cities report as designed to promote this objective.

SECTION 4: ACTIVITY GROUPS

The activities carried out under the Community Development Block Grant program are divided into seven categories: Public works, housing rehabilitation and related activities, acquisition and demolition, public services, public facilities, open spaces and parks, and administration. Each of the budget lines listed in the CDBG application are apportioned to one activity group. The budget lines included under administration are not counted as program costs. Below are the seven activity groups and the budget lines that are included in each of them.

ACTIVITY GROUPS

(1) PUBLIC WORKS

solid waste disposal facilities
parking facilities
public utilities, other than water and sewer facilities
street improvements
water and sewer facilities
foundations and platforms for air rights sites
pedestrian malls and walkways
flood and drainage facilities
specially authorized public facilities and improvements
removal of architectural barriers
specially authorized assistance to privately-owned utilities
public facilities and improvements for economic development
commercial and industrial facilities
special activities by local development corporations

(2) HOUSING REHABILITATION

rehabilitation of public residential structures
public housing modernization
rehabilitation of private properties
code enforcement

(3) ACQUISITION AND DEMOLITION

acquisition of real property
clearance activities
completion of previously-approved urban renewal projects
relocation payments and assistance
historic preservation
acquisition for economic development

(4) PUBLIC SERVICES

public services

(5) PUBLIC FACILITIES

senior citizen centers
centers for the handicapped
neighborhood facilities
fire protection facilities and equipment
interim assistance

(6) OPEN SPACES AND PARKS

parks, playgrounds, and other recreational facilities

(7) ADMINISTRATION

disposition
payments for loss of rental income
planning and urban environmental design
general administration
contingencies

SECTION 5: CDBG PURPOSE CATEGORIES

CDBG local program purpose categories are used in this report in an effort to go beyond the description of community development spending by budget line categories and to indicate what cities intend to do with their CDBG funds. This approach provides a more detailed and accurate picture of the use of CDBG funds than that obtained by relying on budget lines alone. For example, CDBG funds can be used to acquire land and be reported as either Acquisition of Real Property or as any one of several other budget lines, such as Public Facilities and Improvements, if the land is purchased on which to build such a facility. Therefore, the same activity can be reported on one of several budget lines.

Similarly, a variety of uses of CDBG funds can be reported under a single budget line or Component Activity. For example, funds reported in the Public Facilities and Improvements budget line can be used to acquire land, to build a new facility, to rehabilitate, improve or provide operating costs for an existing facility, or promote energy conservation by weatherizing the structure.

In short, the budget lines primarily provide an accounting convenience and are only marginally satisfactory for determining the specific uses of Block Grant funds.

In this report five CDBG local program purpose types are distinguished. They are: The conservation and expansion of the housing stock; economic development; the provision of social services; promoting neighborhood conservation; and providing general public improvements and services. The coding scheme allowed for the inclusion of up to three purposes for each budget line item. The dollar amount estimates for each purpose were calculated by dividing the dollar amount for each budget line equally among all of the purposes that activity was intended to promote. A description of each category follows.

Conservation and Expansion of the Housing Stock

CDBG activities in this purpose category include projects and activities designed to rehabilitate existing housing units, promote the development of new housing units, and to promote racial and economic deconcentration of housing opportunities.

Activities funded for this purpose generally include such things as acquisition and related costs for the redevelopment of land or for the sale to private housing developers, loan and/or grant programs for private housing units, code enforcement, fair housing advocacy, and housing counseling.

Economic Development

Activities designed to enhance the local tax base, generate or retain jobs, provide, retain, or expand essential commercial services in low- and moderate-income areas are considered to be economic development.

Activities funded for this purpose generally include such things as acquisition and related costs in Central Business District revitalization projects or in industrial land assembly projects; improvements to the physical infrastructure in commercial or industrial areas (street repairs, adding parking facilities, promotion of shopping areas, etc.); rehabilitation programs involving commercial establishments; public services to small and/or minority businesses; and similar activities funded through Local Development Corporations.

The Provision of Social Services

Programs for health, education, child care, senior citizens, the handicapped, etc., and funds designated for the acquisition, construction, maintenance, and rehabilitation of facilities to provide such services, qualify as social service projects.

To qualify as a "social service" as opposed to a "public service" requires that the service be directed explicitly toward a specifically identified group sharing common age, sex, health, income, or educational characteristics. The provision of "neighborhood services" without a more specific definition is considered to be funding for Neighborhood Conservation.

Neighborhood Conservation

Programs involving coordinated physical improvements to conserve residential neighborhoods which have been undergoing decline with a coordinated package of public improvements which might include activities such as street and sidewalk repair, storm and sanitary drains, and parks would qualify as neighborhood conservation. All activities occurring in an NSA which are not coded as economic development, housing, or social services fall into this category. Other non-NSA projects with neighborhood revitalization as a goal are also included in this category.

General Public Improvements and Services

This category consists of general physical improvements aimed at upgrading the local infrastructure and the provision of a variety of public services. Examples of such activities and projects are streets, sidewalks, drainage, removal of architectural barriers, parks and recreation facilities, historic preservation and a variety of public services (rodent control, vacant land management, refuse collection, and police and security patrols). These are single activities not specifically oriented toward an economic development objective or targeted to specific residential neighborhoods as part of a coordinated multi-activity neighborhood conservation program.

GLOSSARY

Activity Groups. The six categories into which CDBG activities are combined to facilitate analysis. They include: Public works; housing rehabilitation and related activities; acquisition and demolition; public services; public facilities; and open spaces and parks. These groups are derived by combining budget line items that are generically similar. For example, rehabilitation is the summation of three budget lines: rehabilitation of public residential structures; rehabilitation of private properties; and code enforcement. See Methodological Appendix, Section 4.

Allocation. The amount the Secretary determines each grantee shall be entitled to under Section 106 Title I of the Housing and Community Act of 1977.

Allotment. Same as Allocation.

Annual Expenditure Rate. The percentage obtained by dividing a single year's disbursements by that year's obligated amount. This measure was created for use in this Annual Report.

Appropriation. An Act of Congress that allows Federal agencies to incur obligations and authorizes the Treasury Department to make payments for specified purposes.

Budget Lines. These are the line items from the Cost Summary HUD 7067 (6-78). They include all of the line items for program activities, that is, lines 1 through 14. This part of the Cost Summary includes 33 identified eligible activities. Because many of the budget lines receive only very small portions of CDBG funds, analysis ordinarily focuses on the Activity Groups, which are derived by combining like budget line items.

Census Region. The four major regions used by the Census Bureau are one geographic indicator contained in this report. Puerto Rico is not included in any of these regions and is reported separately.

Census Tract. The geographic subdivisions of a city, which are designated by the Census Bureau as census data collection areas. Census data are reported for these areas, and this information permits analysis of units that are smaller than whole cities. The average tract ranges between 2,000 and 4,000 residents.

Census Tract Percent Minority. This measure is derived by subtracting the proportion of a census tract's population that is white (not Spanish surname) from 100%. The data are from the 1970 census.

City Distress. This measure is based on the UDAG distress indicator. Cities receive standardized scores based upon unemployment level, income growth, population in poverty, the age of the housing stock, job lag, and population growth or loss. Cities then receive scores ranging from -1 through 7, with 7 being the most seriously distressed. In this report, the least distressed cities are those with UDAG ratings of 2 or less, i.e., those cities that are not eligible for UDAG participation. Moderately distressed cities are those

with UDAG ratings of 3 or 4. And the most distressed cities are those with UDAG ratings of 5 or higher.

City Growth. This is a measure of change in a city's population between 1970 and 1976. When a city's 1976 population is divided by its 1970 population, cities whose indexes are greater than 1.05 are considered to have increasing populations; cities whose indexes are less than .95 are considered to have decreasing populations; and cities whose indexes fall between .95 and 1.05 are considered to have stable populations.

City Percent Minority. The indicator is derived by summing the percent Black population and the percent Hispanic population for each city in 1970. Puerto Rican cities are considered separately since the Census Bureau does not collect information on minority populations in Puerto Rico.

City Population. This is the city's population in 1976.

City Type. This measure indicates whether a city is the central city in its metropolitan area or whether it is a suburb of the central city. This is a HUD, not a Census Bureau designation.

Constant Dollars. The value of annual CDBG program appropriations expressed in constant 1975 dollars. The GNP Implicit Price Deflator was used to transpose appropriation amounts from fiscal years 1976 through 1981 into 1975 dollars.

Cumulative Expenditure Rate. The percentage obtained by dividing the total amount disbursed to grantees by the total amount obligated to grantees. This is the standard measure of spending rate in the Block Grant program.

Disbursement. The total amount of the checks sent to a recipient (or set of recipients) over some time period (should be specified). In the HUD CDBG system, this often refers to the checks written from the Treasury Regional Disbursement Office to the primary recipient. Disbursement occurs when money actually changes hands.

Drawdown. A request by a grant recipient to obtain money from a letter of credit account.

Drawdown Rate. An expenditure rate in which the money spent is a drawdown. Use of this term is confined to those expenditure rates where disbursement is from a Treasury Regional Disbursement Office and the amount allocated is the amount obligated by HUD through a letter of credit.

Eligible Activities. Those activities that a city can fund with CDBG monies. Specifically, they are defined in CFR 570.200-570.206. Eligible activities include planning, administration, local options and contingencies. For the most part, in this report, included CDBG funds are those described as basic eligible activities (CFR.570.201), eligible rehabilitation and preservation activities (CFR .570.202), eligible economic development activities (CFR .570.203), and eligible activities by private nonprofit entities, neighborhood-based nonprofit organizations, local development corporations, or small business investment companies (CFR .570.204). These activities are summarized as budget line items 1-14 in the Cost Summary Form HUD-7067.

Entitlement Cities. While both cities with populations of over 50,000 and Urban Counties are eligible to apply for CDBG Entitlement grants, this report draws the distinction between Urban Counties and Entitlement Cities. Entitlement Cities are cities with a population of 50,000 and over and central cities with populations of less than 50,000 .

Expenditure Rates. Any measure in which money reported as "spent" or "expended" is divided by money reported as "budgeted" or allocated or obligated. In this study, it refers to the rate at which a community's CDBG allocation is spent.

Federal Budget Outlays. The sum of Federal fund outlays and trust fund outlays; the total expenditure from the Federal treasury.

FIFO (First in-First Out). The accounting procedure whereby the first money received is the first paid out. For example, as a city increases its letter of credit amount through the addition of a new year's appropriation, its pool of unexpended funds increases. Through a FIFO procedure, when a city draws down its funds, the expended funds are charged against the grant amount of its earliest grant year first, regardless of when the project was budgeted.

Fiscal Year. The Federal fiscal year begins on October 1 and ends on September 30. The year is the same as the calendar year of the January that falls within it. Thus, fiscal year 1981 began on October 1, 1980 and will end on September 30, 1981. Until fiscal year 1977, the Federal fiscal year ran from July 1 through June 30. Thus, fiscal year 1975 began on July 1, 1974 and ended on June 30, 1975. There was a "transition quarter" that ran from July 1, 1976 through September 30, 1976 between fiscal years 1976 and 1977.

Formula. Community Development Block Grants are awarded to communities in amounts determined by formula that are based on conditions in the cities. Formula A considers population (weighted .25), poverty (weighted .50) and housing overcrowding (weighted .25). Formula B includes growth lag (weighted .20), poverty (weighted .30) and the age of housing (weighted .50). The size of a community's block grant will be based on the formula which provides the largest grant.

Growth Lag. This measure represents the difference between the current population of an entitlement jurisdiction and the population it would have had if its growth since 1960 had been equal to the growth rate of all metropolitan cities during the same period.

HAP. See Housing Assistance Plan.

Hold Harmless City. A community that received a Hold Harmless grant.

Hold Harmless Grant. Hold Harmless grants are that part of the CDBG program used to fulfill obligations incurred by HUD to cities during the prior categorical programs. Where HUD had incurred financial obligations under the prior categorical programs to cities that were not eligible for entitlement funding under CDBG formulas or where eligible cities would receive substantially fewer funds under the formula. HUD provided these cities with Hold Harmless Entitlement grants to meet these obligations. Hold Harmless

grants were held constant for fiscal years 1975 through 1977. For each of the fiscal years 1978 through 1980 the difference between the Hold Harmless amount and the city's entitlement amount was reduced by one-third. Hold Harmless grants have now been entirely phased out.

Housing Allocation Areas. The geographic region to which HUD housing assistance is allocated. Housing Allocation Areas are generally either central cities, counties, or groups of counties. The share of HUD housing assistance that will go to a Housing Allocation Area is determined by the housing goals identified in the HAPs of the communities in that Housing Allocation Area relative to the goals identified in other Housing Allocation Areas.

Housing Assistance Plan (HAP). Part of the CDBG application. In it, cities are required to identify the housing needs of their lower income residents and to devise strategies for addressing these needs. Every three years a HAP must describe the size and condition of a community's housing stock, identify the housing needs of lower income households in the community, identify the housing assistance goals in the city for the three year period, and identify available locations suitable for the development of low- and moderate-income housing. Every year, a HAP must include a Housing Action Plan, which identifies the community's goals and the type of housing assistance to be provided that year.

HUD Region. An alternative to the Census Region as a national geographic indicator. There are 10 HUD Regions, each of which has a regional office, and which include HUD Area Offices. The HUD Regions, their general part of the country, and the city where the Regional Office is located (in parentheses) are:

- Region I, New England, (Boston)
- Region II, New York, New Jersey, the Caribbean (New York)
- Region III, Pennsylvania to Virginia, (Philadelphia)
- Region IV, the Southeast, (Atlanta)
- Region V, the Great Lakes Region, (Chicago)
- Region VI, New Mexico to Louisiana, (Fort Worth)
- Region VII, Central United States, (Kansas City)
- Region VIII, Mountain States, (Denver)
- Region IX, Pacific Southwest, (San Francisco)
- Region X, Pacific Northwest, (Seattle)

Letter of Credit. The instrument through which HUD informs the U.S. Treasury Regional Disbursement Office of the limits on a grantee's ability to draw on federal monies. Each year's letter of credit increases the pool from which the grantee can draw down.

Low- and Moderate-Income Benefit. (The city attested method). This measure of benefit is derived from each city's report of whether each project principally benefits low- and moderate-income households. If a majority of a project's funds are to benefit low- and moderate-income households, then all of the funds budgeted to that project are considered as benefitting low- and moderate-income households.

Low- and Moderate-Income Benefit (The census tract method). This is a census tract in which a majority of households have incomes that are 80 percent or less of the median income for households in the same Standard Metropolitan Statistical Area. In the census tract method of estimating benefit to low- and moderate-income households, all program funds budgeted to low- and moderate-income tracts are considered as benefitting low- and moderate-income households. Note that because the measure considers the median income of the SMSA, some cities in the SMSA may have very few low- and moderate-income census tracts and some cities may have a very large proportion of their tracts being low- and moderate-income.

Low- and Moderate-Income Household. A low- and moderate-income household is considered to be one that has an income that is 80 percent or less of the median family income in the SMSA where that household resides.

Lower Income. As used in this report, the phrase lower income is a synonym for low- and moderate-income, and is the same as a low- and moderate-income household or census tract, depending on the context.

National Objectives. Refers to the objectives of the Housing and Community Development Act of 1974, Title I, Section 101, as amended. Currently, there are nine National Objectives: The elimination of slums and blighting influences; the elimination of conditions that are detrimental to health, safety, and public welfare; the conservation and expansion of the housing stock; the expansion and improvement of community services; promoting a more rational use of land; reduction of the isolation of income groups within communities; historic preservation; alleviation of economic distress; and energy conservation. Data on the amount of CDBG resources being devoted to each of these objectives is derived by adding funds on budget lines considered as promoting the given objectives.

Neighborhood Strategy Areas (NSAs). A geographic area within a city, designated by the city, and approved by HUD, in which the city proposes to undertake long term improvement. It is an area to which the city targets funds to achieve comprehensive improvement over several program years. Activities in NSAs must nonetheless meet CDBG program priorities.

Obligation. The amounts of orders placed, contracts and grants awarded, services received, and similar transactions during a given period that will require payment during the same or a future period. An obligation is an encumbrance that is recorded whenever a service is likely to be rendered. Obligations incurred by the grantee are those transactions which the grantee is legally required to pay. Obligations of HUD to the grantee are the amount of letter of credit rights extended to the grantees.

Own Source Revenues. Local funds from local sources.

Phase-in. Refers to the process by which Entitlement Communities, for whom the CDBG program meant dramatic increases in Federal community development funding, were gradually brought into the program. For the first two years of the program, their entitlement allocation constituted only a portion of the amounts they would have received solely on the basis of the formula.

Program Priorities. There are three priorities of the CDBG program that are identified in the authorizing legislation. They are: Benefitting persons with low- and moderate-incomes; eliminating slums and blight; and meeting urgent community needs. Any project to be eligible for CDBG funding must address one or more of these priorities.

Program Purpose. The local program purpose groups are derived from narrative accounts by the cities in the Project Summary Forms HUD-7066 (6-78). Where a particular budget line item is said to have more than one purpose, the funds budgeted to that budget line item are divided equally among the multiple purposes. Throughout this report, purpose refers to local intentions rather than national objectives.

Program Year. At the national level, the CDBG program year is considered to coincide with the Federal fiscal year. At the local level, the CDBG program year may be any 12 month period so long as each locality receives only one grant per Federal fiscal year.

Section 8. Title II Section 201(a) of the Housing and Community Development Act of 1974 authorizes a program for providing housing assistance to lower-income persons. This "Section 8" program is a lower-income rental assistance program in which HUD pays the difference between what a lower-income household can afford and the fair market rent for an adequate housing unit. A lower income family is required to spend no more than 25 percent of adjusted income for rent.

Section 312. A program administered by HUD and authorized by Section 312 of the Housing Act of 1964. Direct Federal Loans are used to finance housing rehabilitation in urban renewal and code enforcement areas certified by the local government.

Small Cities Program. Authorized by Section 7(d) of the 1977 amendments to the Housing and Community Development Act of 1974. This program awards competitive grants principally to units of government with populations below 50,000 in both metropolitan and non-metropolitan areas. Non-urban counties and states may also compete for Small Cities grants. The program offers two grant types: (1) single purpose grants; and (2) comprehensive one-time or multi-year grants.

SMSA (Standard Metropolitan Statistical Area). Except in the New England States, an SMSA is a county or group of contiguous counties which contains at least one city of 50,000 inhabitants or more or "twin cities" with a combined population of at least 50,000. In addition to the county or counties containing such a city or cities, contiguous counties are included in an SMSA if, according to certain criteria, they are socially and economically integrated with the central city. In the New England States, SMSA's consist of towns and cities instead of counties.

Specially Authorized Activities. CDBG activities that were added to the list of eligible program activities as a result of the 1977 Amendments to the Housing and Community Development Act of 1974. These activities appeared in the Cost Summary as new budget lines for the first time in the 1979 CDBG applications. They include: Acquisition for economic development; public facilities and improvements for economic development; commercial and

industrial facilities; and local development corporations. In addition to meeting legislative requirements pertinent to all CDBG activities, Specially Authorized Activities must be specifically approved by the HUD Area Office.

Spending Rate. Same as Expenditure Rate.

UDAG. See Urban Development Action Grants.

Unliquidated Obligation. The amount of obligations incurred for which an expenditure has not been recorded.

Unobligated Balance. The amount of funds obligated by HUD to the grantee that have not been obligated by the grantee to anyone else.

Urban County. Those counties located in an SMSA, with a minimum population of 200,000 persons in their unincorporated area and/or in participating municipalities, and authorized to undertake essential housing and community development activities. Urban Counties are entitled by formula to Community Development Block Grant funds.

Urban Development Action Grants (UDAG). Authorized by the Housing and Community Development Act of 1974, as revised. These are grants awarded based on competitive applications to cities that are economically distressed. The grants are intended to increase public assistance and private investment in distressed communities and to alleviate physical and economic deterioration.

ACKNOWLEDGEMENTS

The Sixth Annual CDBG Report was prepared under the general supervision of HUD's Acting General Deputy Assistant Secretary for Community Planning and Development, Donald G. Dodge. Its overall development was coordinated by Christopher G. Wye, Director, Office of Evaluation, CPD.

The Program Evaluation Division in the Office of Evaluation, directed by Paul K. Mancini, performed the basic data collection and analysis presented in the report and was responsible for day-to-day report management.

The analysis was done by a team, coordinated by Ronald Jones, which included Richard Bingham, Robert Brever, John Cranor, Paul Dornan, Jean Larvo, Kevin Neary, and Michael Roanhouse. Thomas Curtin was responsible for data base management and for designing, programming, and implementing most of the computer runs which generated data included in the report.

Additional background data and analysis, proofreading, and the preparation of graphics and the Appendix of Tables were provided by John C. Walker, Fred Lim, Sarah Larson, Robert Campbell, Debra Kelly, and Larry Willis.

Sheila G. Clifford managed to produce this entire report in a very short period of time from very rough manuscripts.

SIXTH ANNUAL

COMMUNITY DEVELOPMENT BLOCK GRANT REPORT

PART 2: APPENDIX

APPENDIX

INTRODUCTION

This Appendix to the CDBG Sixth Annual Report is a resource document, designed to provide the user with more in-depth information than was possible in the preceeding text. The Appendix is a compendium of tables and figures presented in a standard format to ensure ease of access to the information. The tables are arranged by program topics, corresponding to the chapters in which they are discussed in the text of the report. An index is provided referencing the tables to facilitate access to the information.

Readers are encouraged to utilize the Appendix to explore national progress in community development and to relate their local experience to those in communities with similar characteristics.

CONTENTS

The Appendix is divided into eight sections each containing figures and tables that focus on different aspects of the CDBG program. The sections are:

Section A-I: General Program Funding Patterns. This section presents aggregate information on funding for the CDBG program. In particular, the Congressional appropriations, the distribution of program funds, and the aggregate expenditure rates for the programs are given for each fiscal year. Other tables focus on the number of grantees involved in the program in each fiscal year.

Section A-II: CDBG Program Purposes. This section includes data on spending patterns which address national objectives and program purposes, the pursuit of various activities by Entitlement Communities, and CDBG funding patterns according to selected city and census-tract level characteristics.

Section A-III: CDBG Program Accomplishments. This section details specific national achievements attained through the use of Block Grant funds between 1975 and 1979 in terms of dwelling units rehabilitated, miles of water and sewer lines laid, the number of residents receiving services, and other actual program results. The tables include accomplishments for communities grouped by selected city-level characteristics.

Section A-IV: Expenditure Rates. In this section annual and cumulative drawdown rates are presented for CDBG program categories and for grantees with similar characteristics.

Section A-V: Housing Assistance Plans. Included in this section are data on community housing assistance goals for each household and tenure type according to the source of program funding which will be used to provide that assistance.

Section A-VI: Neighborhood Strategy Areas. In this section tables present program information regarding CDBG funds planned for Neighborhood Strategy Areas and distinguish the difference in concentrated funding among cities and census tracts according to a variety of characteristics.

Section A-VII: Contract Conditioning. This section contains data on the number, type, and extent of contract conditions placed on Entitlement Communities from 1977 through 1980.

Section A-VIII: Economic Development. Tables in this section present data on the extent of CDBG economic development funding and the economic development activities pursued with CDBG funds in the last three years. The information is disaggregated in order to describe which economic development activities are emphasized in specific types of communities.

SOURCE OF DATA

The data supplied in this Appendix were derived from various sources. The aggregate funding data in Section A-I were provided by the HUD Office of Finance and Accounting and the CPD Office of Management. The majority of the tables comprising Section II, VI, and VIII were compiled by the Office of Evaluation from the CDBG Evaluation Data Base, a stratified 200-city sample drawn from the universe of 561 eligible participants. The sample data were coded from Entitlement Application Project Summary and Cost Summary documents, and the Grantee Performance Report Status of Funds document. These data were merged with census data for the cities and census tracts included in the sample. See Methodological Appendix of this report for additional information.

The tables in Section III consist of data from the 1980 CDBG Accomplishments Survey of 646 (of a possible 1,364) Community Development Directors in participating CDBG entitlement jurisdictions. The sample included Metropolitan Cities, Urban Counties, and Hold-Harmless Communities. The information obtained covered the period from 1975 through September 30, 1979. The survey responses are weighted according to program type and grant size to produce national projections.

The tables in Section IV are largely derived from the CDBG Expenditure Rate Data Base created from Entitlement City drawdown data supplied by the Division of Data Systems and Statistics and the HUD Office of Finance and Accounting. Information on housing stock, poverty, population change, social indicators, Cost Summary data from CDBG applications, and data on conditioning for expenditure rate problems were included with the accounting data.

Section V tables contain information from the Housing Assistance Plans submitted by the 200 cities in the Evaluation Data Base sample, information supplied by the Data Systems and Statistics Division, and were compiled by the Office of Evaluation. Other data contained in this Appendix are drawn from various other sources and are noted.

Utilizing the Tables and Charts. All tables and figures appearing in the Appendix follow a standard format to ensure maximum comparability. The definitions and values of the common variables which appear in the tables are consistent across all-sections, unless noted otherwise.

VARIABLE DEFINITIONS

The following is a list of the most frequently used variables in the Appendix tables. The variables which appear only occasionally are defined at the beginning of the section in which they are included. (The Glossary also defines specific program and technical terms, some of which are used in the Appendix tables.)

Program Purpose - CDBG funding purposes are divided into five categories:

- Conservation and expansion of the housing stock
- Neighborhood conservation
- General public improvements and services
- Provision of social services
- Economic development

The data are derived from project descriptions supplied by Entitlement Cities in the Project Summary forms and from budget line items contained in CDBG applications. See Methodological Appendix, Section 5 for additional information.

Activity Groups - There are six categories of activities into which CDBG funding is grouped:

- Public works
- Housing rehabilitation and related activities
- Acquisition and demolition
- Public services
- Public facilities
- Open spaces and parks

These categories are derived by combining similar budget line items from CDBG applications. For example, rehabilitation is the summation of three budget lines--rehabilitation of public residential structures; rehabilitation of private properties; and code enforcement activity. See Methodological Appendix, Section 4 for additional information.

Community Distress - Communities are grouped into distress categories based on the UDAG distress index. This index was developed to measure objectively community and economic distress. Communities receive one point on this Index each time they surpass the minimum threshold for the following community characteristics: Income growth, unemployment level, population in poverty, age of the housing stock, job lag, and population growth or loss. Communities were grouped into the following categories:

- Least distressed - UDAG Rating of 2 or less
- Moderately distressed - UDAG Rating of 3 and 4
- Most distressed - UDAG Rating of 5 or more

Grant Size - The annual CDBG grant amount a community receives is used to group communities into five categories:

- Less than \$1,000,000
- \$1,000,000 - \$1,999,999
- \$2,000,000 - \$3,999,999
- \$4,000,000 - \$9,999,999
- \$10,000,000 and over

City Size - The most recent population data were used to group communities into five population categories:

- Less than 100,000
- 100,000 - 249,999
- 250,000 - 499,999
- 500,000 - 999,999
- 1,000,000 and over

City Type - Cities were grouped into two categories according to their location within a metropolitan area. Entitlement Cities are either central cities of an SMSA or suburban communities in an SMSA.

Census Region - Communities are categorized according to their location within the four major regions as defined by the U.S. Census Bureau, with the addition of Puerto Rico. The categories are:

- Northeast
- North Central
- South
- West
- Puerto Rico

Census Tract Percent Minority - Census tracts within Entitlement Cities are categorized according to the percent of minority persons residing in the tracts. They are grouped in the following way:

- 0 - 20 percent minority
- 21 - 40 percent minority
- 41 - 60 percent minority
- 61 - 80 percent minority
- more than 81 percent minority
- Puerto Rico

Due to the fact that census data for racial categories are not collected in Puerto Rico, data for this area are reported separately.

Census Tract Distress - Census tracts within Entitlement Cities were categorized according to the degree of physical deterioration and poverty within each census tract relative to the city as a whole. Four variables were used to generate this index: Percent of persons in poverty, 1969; percent of housing built before 1940; percent of non-owner-occupied housing, 1970; and median family income, 1969. Each tract was placed in one of three categories based on its index ranking:

- Least distressed - 4 least distressed deciles
- Moderately distressed - 3 middle deciles
- Most distressed - 3 most distressed deciles

City Percent Minority - Entitlement Cities were grouped into five categories based on minority population as a percentage of the city's total population. These categories are:

- 0 - 20 percent minority
- 21 - 40 percent minority
- 41 - 60 percent minority
- more than 61 percent minority
- Puerto Rico

Due to the fact that census data for racial categories are not collected in Puerto Rico, data for this area are reported separately.

City Population Growth - This indicator measures the change in an Entitlement City's population between 1970 and 1976. Each city's 1976 population was divided by its 1970 population, and cities were then grouped into three categories:

- Decreasing - 1976 population less than 95 percent of the 1970 population
- Stable - 1976 population between 95 percent and 105 percent of the 1970 population
- Increasing - 1976 population more than 105 percent of the 1970 population

Tenure Type - This variable divides housing occupants into two tenure categories: Renters and Owners.

Household Type - Households were grouped into one of three categories depending on whether they are composed of:

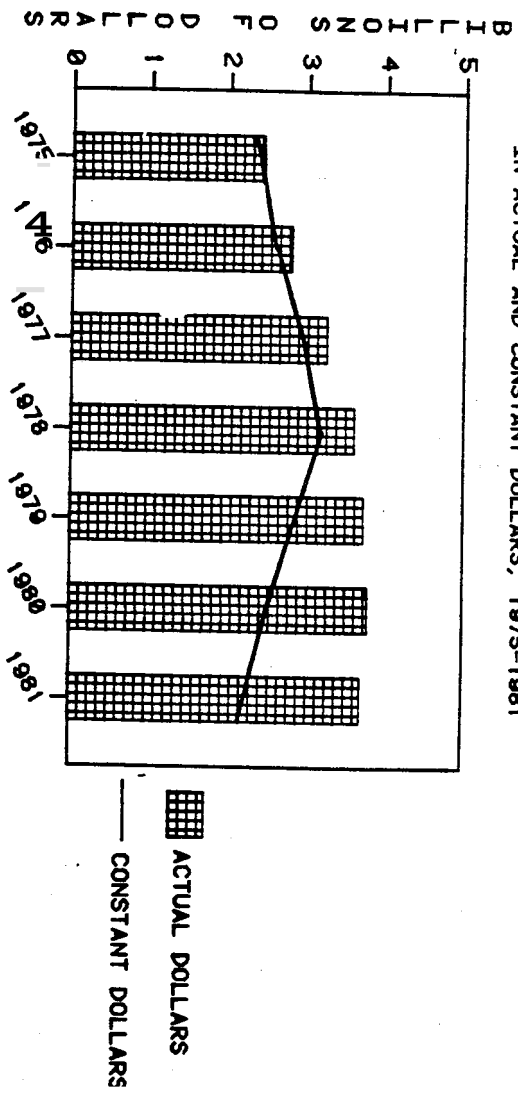
- Elderly or handicapped persons
- Small families (4 or fewer persons)
- Large families (5 or more persons)

Low- and Moderate-Income Census Tracts - Census tracts in which a majority of households earn less than 80 percent of the SMSA median family income are considered as low- and moderate-income census tracts.

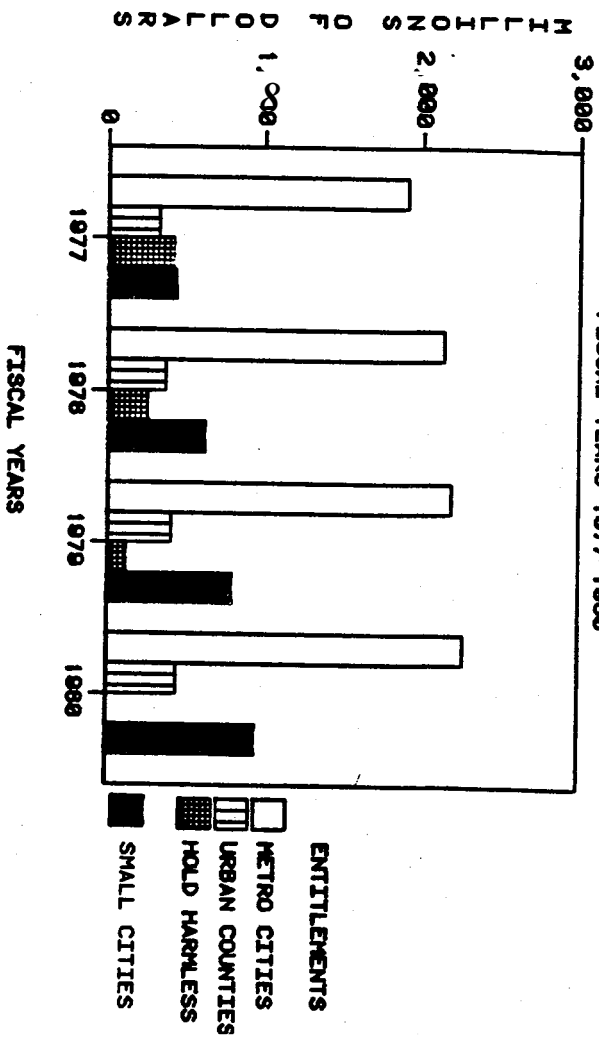
A-I: GENERAL PROGRAM FUNDING PATTERNS

The tables in the first part of this section (I-1 to I-13) closely correspond to the discussion in Chapter 2 of this report. They detail the distribution among grantees of national CDBG appropriations and the spending by grantees across fiscal years. Tables in the second part (I-13 to I-17) correspond with Chapter 1 of the report. The tables present information on entitlement application status and funding for specific CDBG programs. The sources of information in this section vary and are, therefore, noted at the bottom of each table.

CDBG APPROPRIATIONS BY FISCAL YEARS
IN ACTUAL AND CONSTANT DOLLARS, 1975-1981



DISTRIBUTION OF CDBG APPROPRIATIONS BETWEEN
ENTITLEMENT AND DISCRETIONARY PROGRAMS FOR
FISCAL YEARS 1977-1980



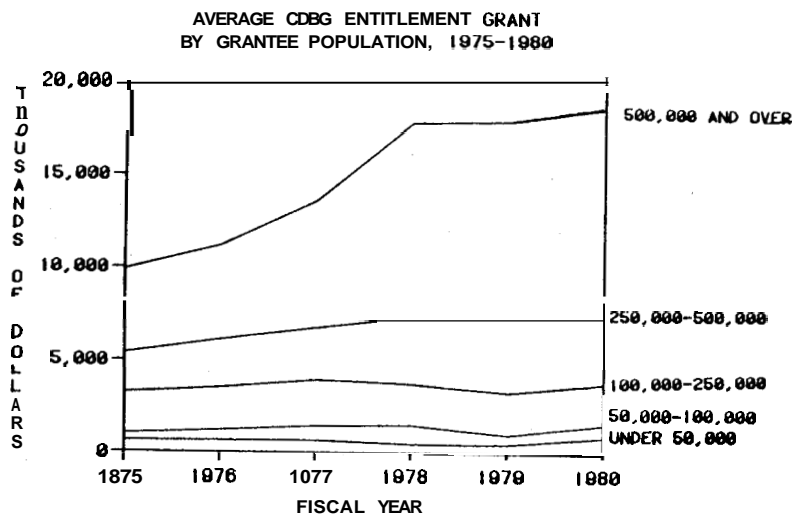
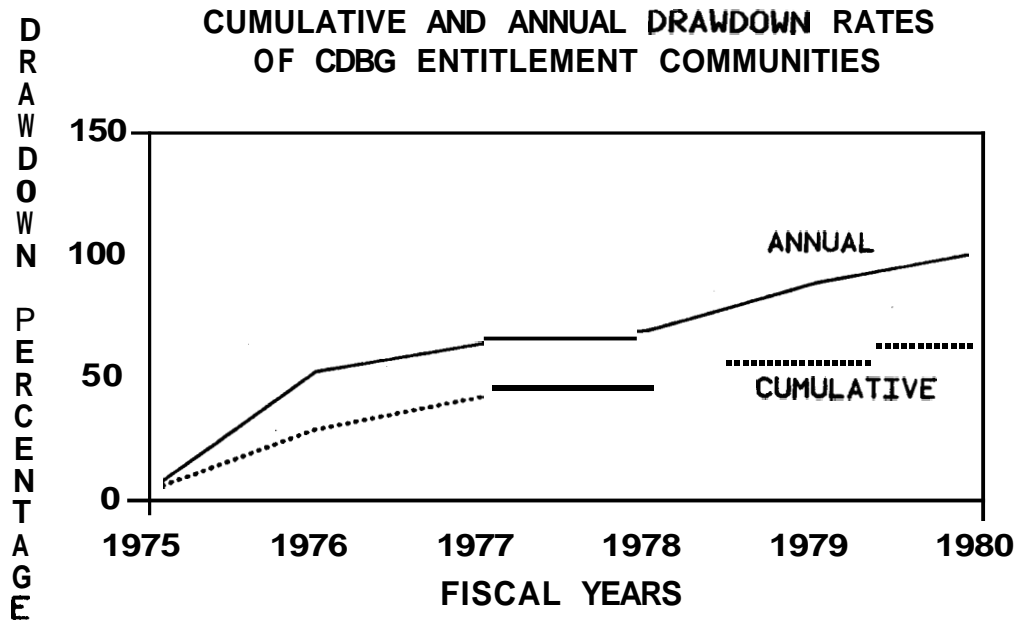


TABLE A-1-1
CDBG APPROPRIATIONS BY FISCAL YEARS
(Dollars in Millions)

FISCAL YEAR	APPROPRIATIONS		
	Amount	Percent Increase	Cumulative
1975	\$2433 ¹	—	\$ 2433
1976	\$2802	15.2%	\$ 5235
1977	\$3248	15.9%	\$ 8483
1978	\$3600	10.8%	\$12083
1979	\$3722	3.3%	\$15805
1980	\$3781	1.6%	\$19586
1981	\$3695	-2.2%	\$23281

¹ Includes \$320 million transferred from Model Cities and Urban Renewal program appropriations but excludes \$117 million of transition funds that were uncommitted.

Source: U.S. Department of Housing and Urban Development, Office of Finance and Accounting, and Community Planning and Development, Office of Management, Program Reporting Systems Branch.

TABLE A-1-2
CDBG APPROPRIATIONS AS A PROPORTION
OF FEDERAL BUDGET OUTLAYS
BY FISCAL YEAR
(Dollars in Millions)

FISCAL YEAR	PROPORTIONS OF OUTLAYS	
	Total Federal Budget Outlays	Proportion of CDBG Funds in Federal Outlay
1975	\$324,600	0.75%
1976	\$366,466	0.76%
1977	\$401,902	0.81%
1978	\$450,836	0.80%
1979	\$493,673	0.76%
1980	\$579,613	0.66%
1981 Estimate	\$662,740	0.56%

Source: Office of Management and Budget, *Budget of the United States Government Fiscal Years 1977-1983*.

TABLE A-3
CDBG APPROPRIATIONS BY FISCAL YEAR
IN ACTUAL DOLLARS AND CONSTANT DOLLARS'
(Dollars in Millions)

FISCAL YEAR	AMOUNT	
	Actual Dollars	Constant Dollars
1975	\$2433	\$ 2433
1976	\$2802	\$2662
1977	\$3248	\$2915
1978	\$3600	\$3013
1979	\$3722	\$2872
1980	\$3781	\$2676
1981	\$3695	\$2369

Source: 1981 *Economic Report of the President*, GNP Implicit Price Deflator. Table B-3

TABLE A-1-4
DISTRIBUTION OF CDBG APROPRIATIONS¹ BY PROGRAM
AND FISCAL YEAR
(Dollars in Millions)

PROGRAM	FISCAL YEAR						
	1975	1976	1977	1978	1979	1980	Total
Entitlement							
Total	\$2096	\$2353	\$2660	\$2778	\$2730	\$2722	\$1 5339
Metro cities	\$1558	\$1710	\$1906	\$2144	\$2192	\$2272	\$11782
Urban counties	\$109	\$209	\$329	\$372	\$412	\$450	\$1881
Hold harmless	\$429	\$434	\$425	\$262	\$126	\$0	\$1676
Small Cities							
Total	\$259	\$345	\$438	\$628	\$804	\$956	\$3430
Metro	\$60	\$91	\$114	\$190	\$241	\$270	\$966
Non-Metro	\$199	\$254	\$324	\$438	\$563	\$686	\$2464
Secretary's Fund	\$27	\$53	\$51	\$94	\$88 ²	\$85	\$398
Financial Settlement	\$50	\$50	\$100	\$100	\$100	\$15	\$415

¹Does not include tapped funds from the following years: \$3.79m from FY75 and FY76; \$1.12m from FY77; and \$360,000 from FY78.

²Includes \$260,000 transferred from other Federal agencies.

Source: U.S. Department of Housing and Urban Development, Office of Finance and Accounting; and Community Planning and Development Office of Management, Program Reporting Systems Branch.

TABLE A-1-5
OBLIGATED CDBG FUNDS AS A PERCENT OF AVAILABLE FUNDS
BY PROGRAM AND FISCAL YEAR
AS OF DECEMBER 31, 1980

PROGRAM	FISCAL YEAR					
	1975-1976 ¹	1977	1978	1979	1980	Cumulative
Entitlement	100.0%	100.0%	100.0%	99.9%	99.7%	99.5%
Discretionary	99.9%	99.7%	100.0%	99.4%	99.5%	99.8%
Secretary's Fund	99.6%	100.0%	96.8%	88.5%	77.8%	94.7%
Financial Settlement	100.0%	100.0%	100.0%	99.9%	100.0%	99.9%
Total	99.9%	99.8%	99.9%	99.6%	99.2%	99.5%

¹Information for fiscal years 1975 and 1976 is combined.

Source: U.S. Department of Housing and Urban Development, Community Planning and Development, Office of Management, Budget Division.

TABLE A-1-6

**ASSIGNMENT OF CDBG FUNDS BY PROGRAM
AND FISCAL YEAR AS OF DECEMBER 31,1980
(Dollars in Millions)**

PROGRAM	FISCAL YEAR				
	1975-1976	1977	1978	1979	1980
Entitlement					
Total	\$4450	\$2659	\$2777	\$2730	\$2726
Metro	\$3924	\$2405	\$2619	\$2653	\$2726
Non-Metro	\$526	\$254	\$158	\$77	\$0
Small Cities					
Total	\$602	\$436	\$628	\$817	\$955
Metro	\$151	\$113	\$190	\$254	\$273
Non-Metro	\$451	\$323	\$438	\$563	\$682
Secretary's Fund	\$80	\$51	\$94	\$88	\$85
Financial Settlement	\$99	\$100	\$100	\$97	\$15

Source U S Department of Housing and Urban Development, Office of Finance and Accounting

TABLE A-1-7
PERCENTAGE DISTRIBUTION OF CDBG FUNDS
BY HUD REGION FOR SELECTED YEARS

REGION

FISCAL YEAR

	1975	1978	1980		
I (Boston)	9.0%	7.1%	5.4%	- 3.6	- 40
II (New York)	14.8%	17.6%	17.8%	+ 3.0	+ 20
III (Philadelphia)	14.0%	12.7%	11.7%	- 2.3	- 16
IV (Atlanta)	15.3%	13.7%	14.3%	- 1.0	- 6
V (Chicago)	17.7%	19.5%	20.1%	+ 2.4	+ 14
VI (Fort Worth)	10.0%	9.6%	9.8%	- 0.2	- 2
VII (Kansas City)	5.2%	4.7%	4.7%	- 0.5	- 16
VIII (Denver)	2.4%	2.1%	2.2%	- 0.2	- 8
IX (San Francisco)	9.3%	10.5%	11.0%	+ 1.7	+ 18
X (Seattle)	2.3%	2.5%	2.6%	+ 0.3	+ 13

Source: U.S. Department of Housing and Urban Development. Office of Finance and Accounting.

TABLE A-I-8
DISBURSEMENT OF CDBG FUNDS BY PROGRAM
AND FISCAL YEAR AS OF DECEMBER 31, 1980
(Dollars in Millions)

PROGRAM	FISCAL YEAR					
	1975.1976	1977	1978	1979	1980	Cumulative
Entitlement						
Total	\$4433	\$2642	\$2663	\$1535	\$195	\$11468
Metro	\$3909	\$2391	\$2529	\$1498	\$195	\$10522
Non-Metro	\$524	\$251	\$134	\$37	\$0	\$946
Small Cities						
Total	\$599	\$424	\$579	\$541	\$145	\$2288
Metro	\$150	\$110	\$171	\$154	\$39	\$624
Non-Metro	\$449	\$314	\$408	\$387	\$106	\$1664
Secretary's Fund	\$74	\$43	\$65	\$42	\$16	\$240
Financial Settlements	\$95	\$82	\$68	\$33	\$15	\$293
Total	\$5201	\$3191	\$3375	\$2151	\$371	\$14289

Source: U.S. Department of Housing and Urban Development, Office of Finance and Accounting.

TABLE A-1-9
DISBURSEMENT RATE OF CDBG FUNDS BY PROGRAM
AND FISCAL YEAR AS OF DECEMBER 31, 1980

PROGRAM	FISCAL YEAR					
	1975-1976	1977	1978	1979	1980	Cumulative
Entitlement						
Total	99.6%	99.4%	95.9%	56.2%	7.2%	74.7%
Metro	99.6%	99.4%	96.6%	56.5%	7.2%	73.4%
Non-Metro	99.6%	98.8%	84.8%	48.1%	—	93.2%
Small Cities						
Total	99.5%	97.2%	92.2%	67.0%	15.2%	66.7%
Metro	99.3%	97.3%	90.0%	62.9%	14.3%	64.2%
Non-Metro	99.6%	97.2%	93.1%	68.7%	15.5%	67.7%
Secretary's Fund	92.5%	84.3%	69.1%	47.7%	18.8%	60.3%
Financial Settlements	96.0%	82.0%	68.0%	34.0%	100.0%	71.3%

Source: U.S. Department of Housing and Urban Development, Office of Finance and Accounting.

TABLE A-1-10
CUMULATIVE AND ANNUAL DRAWDOWN RATES
OF CDBG ENTITLEMENT COMMUNITIES
(Dollars in Millions)

FISCAL YEAR	DRAWDOWN			
	Amount of Drawdown	Amount of Assignment	Annual Drawdown Rate	Cumulative Drawdown Rate
1975	\$31	\$1836	2%	2%
1976 [*]	\$1078	\$2088	52%	28%
1977	\$1550	\$2405	64%	42%
1978	\$1833	\$2619	70%	50%
1979	\$2388	\$2675	90%	59%
1980	\$2802	\$2733	103%	68%

^{*}This Fiscal Year includes the transition quarter; therefore it represents a fifteen month period.

Source: U.S. Department of Housing and Urban Development. Office of Finance and Accounting

TABLE A-1-11
NUMBER OF CDBG APPROVED GRANTS BY PROGRAM
AND FISCAL YEAR

PROGRAM	FISCAL YEAR					
	1975	1976	1977	1978	1979	1980
Entitlement						
Total	1321	1312	1313	1304	1295	634
Metro cities	508	508	519	541	545	550
Urban counties	73	75	78	81	84	84
Hold harmless	740	729	716	682	666	0
Small Cities						
Total	1831	1979	2025	1603	1856	2065
Metro	645	697	681	515	591	619
Non-Metro	1186	1282	1344	1088	1265	1446
Secretary's Fund	44	93	51	272	170	203
Financial Settlements	63	77	43	35	36	2
Total	3253	3461	3432	3214	3357	2904

Source: U.S. Department of Housing and Urban Development, Office of Finance and Accounting; and Community Planning and Development, Office of Management, Data Systems and Statistics Division.

TABLE A-1-12
AVERAGE CDBG GRANT BY PROGRAM
AND FISCAL YEAR
(Dollars in Thousands)

PROGRAM	FISCAL YEAR					
	1975	1976	1977	1978	1979	1980
Entitlement						
Total	\$1587	\$1793	\$2026	\$2135	\$2108	\$4293
Metro cities	\$3067	\$3366	\$3672	\$3963	\$4022	\$4131
Urban counties	\$1493	\$2787	\$4218	\$4593	\$4905	\$5357
Hold harmless	\$580	\$595	\$594	\$384	\$189	\$0
Small Cities						
Total	\$141	\$174	\$216	\$392	\$433	\$463
Metro	\$93	\$131	\$167	\$369	\$408	\$436
Non-Metro	\$168	\$198	\$241	\$403	\$445	\$474
Secretary's Fund	\$614	\$570	\$1000	\$346	\$518	\$419
Financial Settlement	\$794	\$649	\$2326	\$2857	\$2778	\$7500

Source: U.S. Department of Housing and Urban Development, Community Planning and Development. Office of Evaluation

TABLE A-I-13
AVERAGE CDBG GRANT BY PROGRAM
IN ACTUAL AND CONSTANT DOLLARS'
(Dollars in Thousands)

PROGRAM	FISCAL YEAR					
	1975	1976	1977	1978	1979	1980
Entitlement Actual Constant	\$1587	\$1793	\$2026	\$2135	\$2108	\$4293
	\$1587	\$1704	\$1819	\$1787	\$1627	\$2757
Small Cities Actual Constant	\$141	\$174	\$216	\$392	\$433	\$463
	\$141	\$165	\$194	\$328	\$334	\$297
Secretary's Fund Actual Constant	\$614	\$570	\$1000	\$346	\$518	\$419
	\$614	\$542	\$898	\$290	\$400	\$209
Financial Settlement Actual Constant	\$794	\$649	\$2326	\$2857	\$2778	\$7500
	\$794	\$617	\$2088	\$2391	\$2144	\$4808

'The amount in constant dollars is calculated from the GNP Deflator using 1975 dollars as the base amount.

Source: 1987 Economic Report of the President, GNP Implicit Price Deflator, Table B-3.

TABLE A-I- 14
FISCAL YEAR 1980 ENTITLEMENT APPLICATION STATUS
(Dollars in Thousands)

STATUS	TOTAL		METRO CITIES		URBAN COUNTIES	
	Number	Amount	Number	Amount	Number	Amount
Eligible	658	\$2,749,225	573	\$2,295,002	85	\$454,223
Did Not Apply	21	22,857 ¹	20	18,528	1	4,329
Approved²	633	2,720,379	549	2,270,485	84	449,894
Reduced to Zero/Partial Reduction	(2)	(283)	(2)	(283)	—	—
Withdrawn ⁴	4	5,706	4	5,706	—	—

¹ The fiscal year 1980 CDBG Entitlement funds which were not applied for were subject to recession in the Supplemental Appropriations and Recession Act, 1980.

² Of the 633 approved applications, 247 (49 percent) were approved with special conditions. 203 Metro Cities (37 percent) and 44 Urban Counties (52 percent) were conditioned.

³ Two of the approved applications had their entitlement amount reduced. One community had its application reduced to zero for failure to meet HAP goals and another community had its application partially reduced in repayment of negligible program costs.

⁴ Four communities withdrew from the CDBG program by refusing to sign conditionally approved applications.

Source: Compiled by Office of Evaluation from data provided by DATA Systems and Statistics, Community Planning and Development, HUD.

TABLE A-1-15
FISCAL YEAR ¹⁹⁸⁰ 1980 SMALL CITIES PROGRAM APPROVALS FOR
SINGLE PURPOSE AND COMPREHENSIVE GRANTS AWARDED BY
TYPE OF GRANTEE

TYPE OF GRANTEE	TYPE OF GRANT		
	Single Purpose	Comprehensive Grant	Total
Municipality	622 524	818 742	1440 1266
Township	163 125	115 128	278 253
County	220	92 96	284 316
Indian Reservation	1 -	- -	1 -
State/Territory	4 5	- -	4 5
Municipality/County	31 24	22 13	53 37
Total	1013 898	1047 979	2060 1877

Source: Compiled by Office of Evaluation from data provided by Data Systems and Analysis Division, Community Planning and Development, HUD

Data as of 11/05/82

TABLE A-1-16
SMALL CITIES PROGRAM
FISCAL YEAR 1980 GRANTS BY CITY POPULATION SIZE

1981

POPULATION SIZE

FY 1080 SMALL CITIES GRANTS

0-1,000
 1,000 to 2,499

2,500-4,999

5,000-9,999

10,000-19,999

20,000-24,999

25,000-49,999

50,000-99,999

100,000 +

Total

Number
of Grants

Percent
of Grants

Amount
Approved

Percent
of Total

418	249	29%	13	\$1 50,732,471	25%
220	201	15%	16	\$ 86,259,219	14%
237	346	17%	18	\$ 99,981,652	16%
264	419	18%	22	\$1 28,925,387	21%
66		5%		\$ -31,851,451	5%
129	191	9%	16	\$ 66,006,760	11%
54	125	4%	7	\$ 22,206,090	4%
49		3%		\$ 22,670,799	4%
1437	1878	100%	100	\$608,633,829	100%

Source: Compiled by Office of Evaluation from data provided by Small Cities Division, Office of Block Grant Assistance, Community Planning and Development, HUD

TABLE A-I- 17

**DISTRIBUTION OF APPROPRIATIONS FOR
SECRETARY'S DISCRETIONARY FUND**

(Dollars in Thousands)

ACTIVITY	YEAR	
	1979	1980
NEW COMMUNITIES	\$15,000	\$ 8,000
AREAWIDE PROJECTS	2,500	618 ²
INSULAR AREAS CDBG	5,000	2,500 ³
INNOVATIVE GRANTS	1,054	11,363
DISASTER ASSISTANCE	15,233	15,862
CDBG INEQUITIES	-0-	-0- ⁴
INDIAN AND ALASKAN NATIVES CDBG	28,000	31,000
TECHNICAL ASSISTANCE	20,476	15,707
TOTAL	87,263	85,050

¹\$14.3 million rescinded from 1979 Appropriations.

²\$10 million rescinded from 1980 Appropriations.

³\$0.7 million rescinded from 1980 Appropriations.

⁴Reflects intent of the Joint Committee of Conference on Housing and Community Development Amendments of 1979 to shift \$10 million to basic portion of the Entitlement program.

Source: Compiled by Office of Evaluation from data provided by Budget Division, Office of Management, Community Planning and Development, HUD.

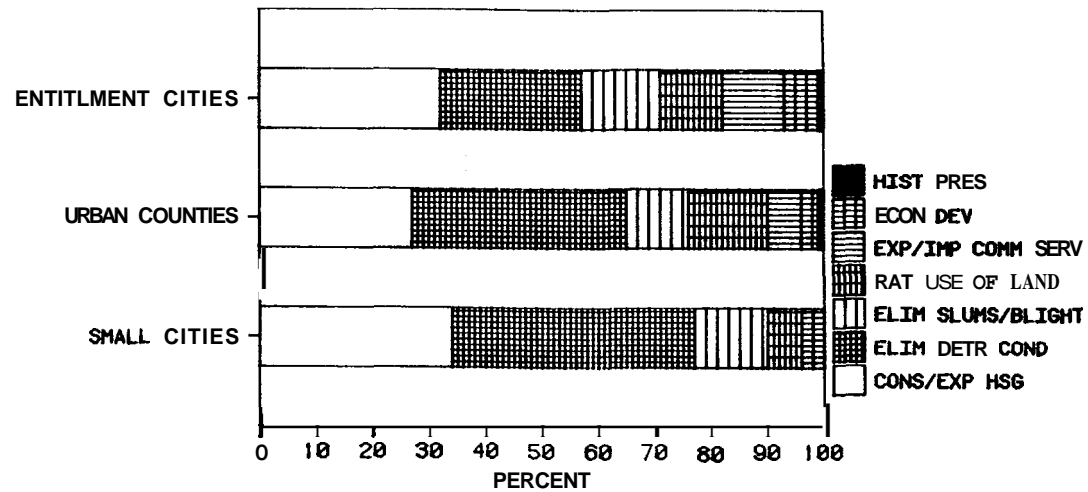
A-11: CDBG PROGRAM PURPOSES

These tables are grouped into three parts: Spending by national objectives and program purposes for 1980 are found in Tables II-1 to II-9; Tables 11-10 to 11-20 present spending data for program activity groups; and information on funds budgeted to benefit low- and moderate-income census tracts is contained in Tables 11-21 to II-30. Tables in this section are all generated from the CDBG Evaluation Data Base (described in detail in Methodological Appendix Section 1). Findings related to these tables are discussed in Chapter 3.

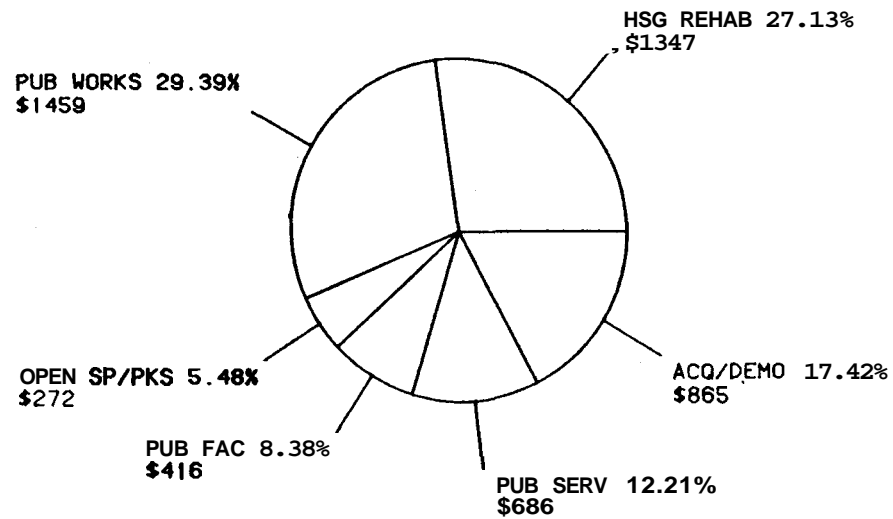
Where possible, tables for dependent variables are organized according to the following order of independent variables. All of these characteristics were not available for each dependent variable, so some variation in the order may occur.

- Year
- Region
- City type
- City distress
- Grant size
- City population growth
- City percent minority
- Census tract distress
- Low- and moderate-income benefit
- Census tract percent minority
- Program purpose
- Activity group

PLANNED SPENDING TOWARD NATIONAL OBJECTIVES
1979-1980

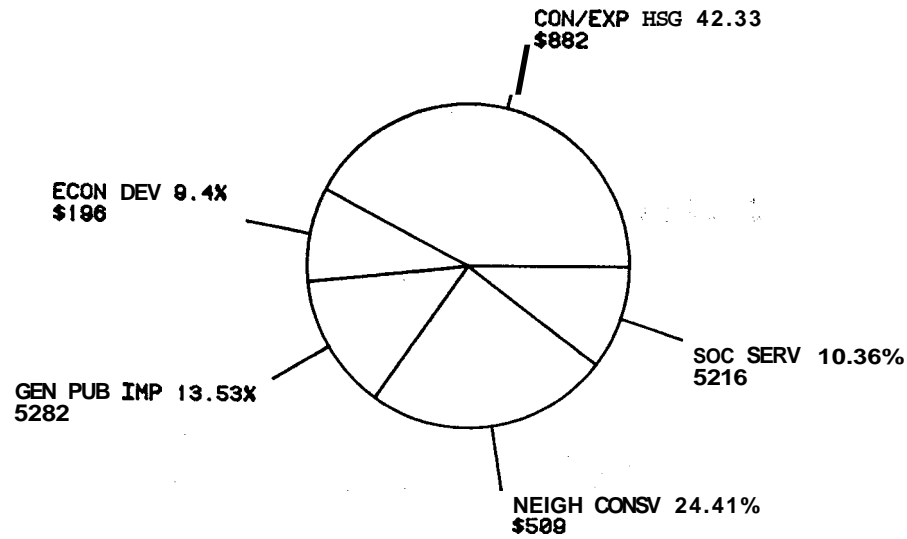


CUMULATIVE CDBG PROGRAM FUNDS BUDGETED
BY ACTIVITY GROUPS, 1978-1980



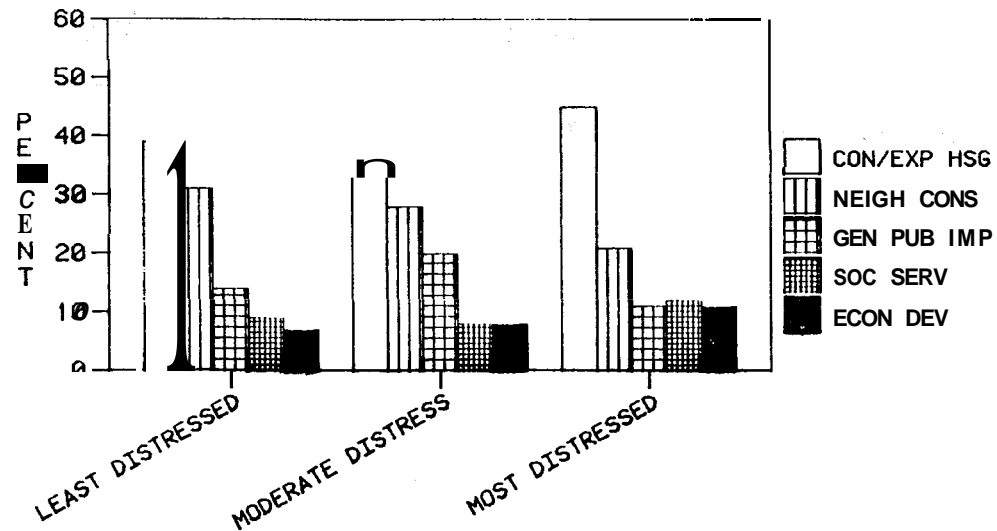
CIN MILLIONS OF DOLLARS)

CDBG PROGRAM FUNDS BUDGETED
BY PROGRAM PURPOSES, 1980

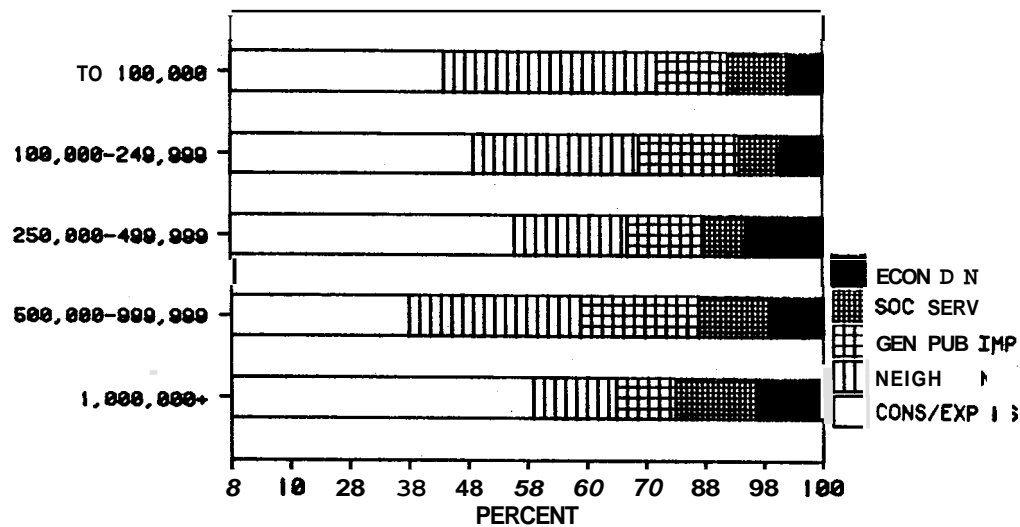


(IN MILLIONS OF DOLLARS)

PURPOSE BY CITY DISTRESS
1980



PURPOSE BY CITY SIZE
1980



PERCENT LOU AND MODERATE INCOME BENEFIT
BY CITY DISTRESS AND CITY SIZE, 1980

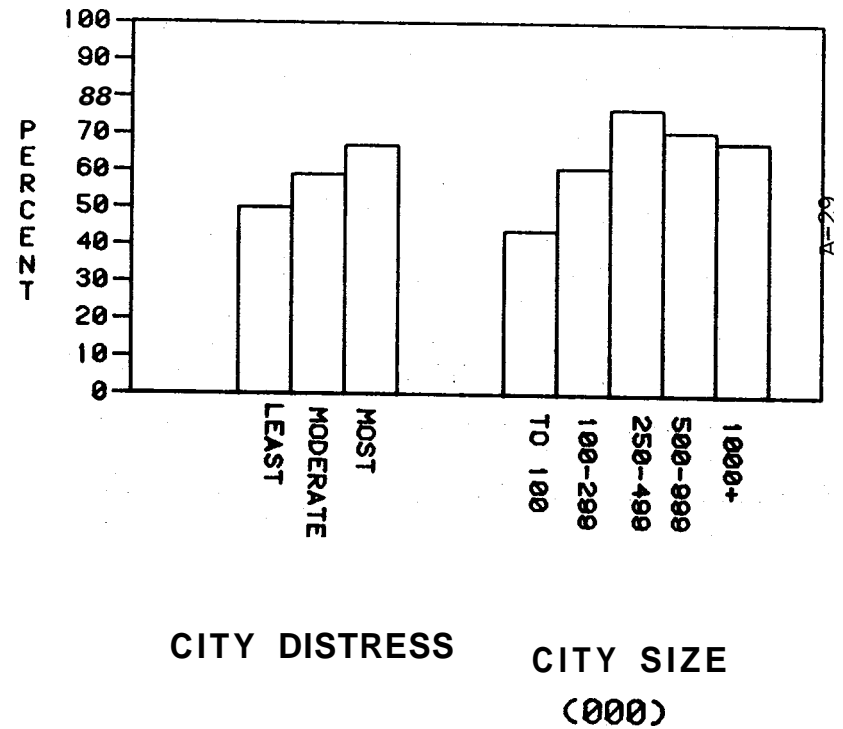


TABLE A-II-1
PLANNED SPENDING TOWARD NATIONAL OBJECTIVES, 1979 AND 1980
BY PROGRAM
(Dollars in Millions)

	PROGRAM								
	1979 and 1980								
	Urban Counties			Small Cities			Entitlement Cities		
	1979	1980	Total	1979	1980	Total	1979	1980	Total
Elimination of Detrimental Conditions Percent	39.1%	37.0%	38.2%	34.7%	41.7%	42.7%	25.6%	25.4%	25.5%
Conservation and Expansion of Housing Stock Percent	26.0%	29.4%	27.5%	32.6%	35.7%	34.2%	31.1%	33.3%	32.2%
Elimination of Slums and Blight Percent	9.8%	11.7%	10.6%	13.5%	13.2%	13.3%	15.0%	13.2%	14.1%
More Rational Use of Land Percent	15.3%	12.7%	14.1%	6.2%	5.4%	5.8%	11.6%	10.0%	10.8%
Expand and Improve Community Services Percent	5.9%	5.7%	5.8%	2.2%	1.9%	2.0%	11.0%	10.6%	10.8%
Economic Development Percent	3.2%	3.2%	3.2%	1.8%	2.1%	2.0%	5.0%	6.7%	5.9%
Historic Preservation Percent	.8%	.5%	.6%	.1%	.1%	.1%	.7%	.7%	.7%
Total Amount Column Percent	\$412.0 100.0%	\$450.0 100.0%	\$862.0 100.0%	\$804.0 100.0%	\$956.0 100.0%	\$1760.0 100.0%	\$1974.1 100.0%	\$2086.2 100.0%	\$4060.3 100.0%

TABLE A-II-2
1980 CDBG PROGRAM FUNDS BUDGETED BY PROGRAM PURPOSE
AND CITY DISTRESS'
(Dollars in Millions)

PURPOSE	NATIONAL	CITY DISTRESS		
	1980	1980	1980	1980
		Least Distressed	Moderate Distress	Most Distressed
Conserve/Expand Housing Stock				
Amount	\$881.7	\$154.5	\$145.4	\$581.8
Percent	43.3%	39.0%	36.3%	45.2%
Neighborhood Conservation				
Amount	\$508.6	\$123.6	\$111.2	\$273.8
Percent	24.4%	31.2%	27.8%	21.3%
General Public Improvements & Services				
Amount	\$281.8	\$55.3	\$79.2	\$147.3
Percent	13.5%	14.0%	19.8%	11.1%
Provision of Social Services				
Amount	\$215.6	\$34.9	\$30.8	\$149.9
Percent	10.3%	8.8%	7.7%	11.6%
Economic Development				
Amount	\$196.4	\$27.8	\$33.7	\$134.9
Percent	9.4%	7.0%	8.4%	10.5%
Total				
Amount	\$2084.1	\$396.1	\$400.3	\$1287.7
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	19.0%	19.2%	61.8%

'In this and in subsequent tables row figures may not total to National figures due to rounding or exclusion of missing data.

TABLE A-II-3
1980 CDBG PROGRAM FUNDS BUDGETED BY PROGRAM PURPOSE
AND GRANT SIZE
(Dollars in Millions)

PURPOSE	NATIONAL	GRANT SIZE				
	1980	1980				
		To 1,000,000	\$1,000,000- \$1,999,999	\$2,000,000- 3,999,999	\$4,000,000- 9,999,999	\$10,000,000 +
Conserve/Expand Housing Stock						
Amount	\$881.7	\$59.1	\$68.4	\$120.9	\$108.6	\$524.7
Percent	42.3%	47.4%	34.8%	38.3%	37.6%	45.3%
Neighborhood Conservation						
Amount	\$508.6	\$41.7	\$65.6	\$106.0	\$81.4	\$213.8
Percent	24.4%	32.7%	33.4%	33.5%	28.2%	18.5%
General Public Improvements & Services						
Amount	\$281.8	\$12.7	\$26.4	\$39.9	\$46.6	\$156.2
Percent	13.5%	10.2%	13.4%	12.6%	16.1%	13.5%
Provision of Social Services						
Amount	\$215.6	\$9.8	\$18.2	\$28.2	\$22.3	\$137.1
Percent	10.3%	7.9%	9.3%	8.9%	7.7%	11.8%
Economic Development						
Amount	\$196.4	\$1.4	\$17.8	\$21.0	\$30.2	\$126.0
Percent	9.4%	1.1%	9.1%	6.6%	10.4%	10.9%
Total						
Amount	\$2084.1	\$124.7	\$196.4	\$316.0	\$289.1	\$1157.8
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	6.0%	9.4%	15.2%	13.9%	55.6%

TABLE A-11-4

**1980 CDBG PROGRAM FUNDS BUDGETED BY PROGRAM PURPOSE
AND CITY SIZE
(Dollars in Millions)**

PURPOSE	NATIONAL	CITY SIZE				
	1980	1980				
		To 100,000	100,000 249,999	250,000 499,999	500,000 999,999	1,000,000 +
Conserve/Expand Housing Stock						
Amount	\$881.7	\$185.2	\$142.6	\$142.6	\$88.3	\$323.1
Percent	42.3%	36.4%	41.0%	47.6%	29.7%	51.2%
Neighborhood Conservation						
Amount	\$508.6	\$181.1	\$95.8	\$56.5	\$86.4	\$88.7
Percent	24.4%	35.6%	27.6%	18.9%	29.1%	14.1%
General Public Improvements & Services						
Amount	\$281.8	\$61.9	\$57.6	\$40.4	\$58.4	\$63.5
Percent	13.5%	12.2%	16.6%	13.5%	19.7%	10.1%
Provision of Social Services						
Amount	\$215.6	\$49.5	\$24.6	\$19.6	\$35.3	\$86.5
Percent	10.3%	9.7%	7.1%	6.5%	11.9%	13.7%
Economic Development						
Amount	\$196.4	\$31.5	\$26.8	\$40.4	\$28.6	\$69.1
Percent	9.4%	6.2%	7.7%	13.5%	9.6%	11.0%
Total						
Amount	\$2084.1	\$509.5	\$347.4	\$299.5	\$297.0	\$630.9
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	24.4%	16.6%	14.4%	14.3%	30.3%

TABLE A-II-5
1980 CDBG PROGRAM FUNDS BUDGETED BY PROGRAM PURPOSE
AND CITY POPULATION GROWTH
(Dollars in Millions)

PURPOSE	NATIONAL	CITY POPULATION GROWTH		
	1980	Decreasing	Stable	Increasing
Conserve/Expand Housing Stock				
Amount	\$881.7	\$569.8	\$140.5	\$171.3
Percent	42.3%	45.5%	37.8%	37.2%
Neighborhood Conservation				
Amount	\$508.6	\$240.8	\$113.0	\$154.7
Percent	24.4%	19.2%	30.4%	33.6%
General Public Improvements & Services				
Amount	\$281.8	\$161.9	\$55.4	\$64.4
Percent	13.5%	12.9%	14.9%	14.0%
Provision of Social Services				
Amount	\$215.6	\$137.4	\$40.7	\$37.3
Percent	10.3%	11.0%	11.0%	8.1%
Economic Development				
Amount	\$196.4	\$141.6	\$21.9	\$33.0
Percent	9.4%	11.3%	5.9%	7.2%
Total				
Amount	\$2084.1	\$1251.5	\$371.5	\$460.7
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	60.1%	17.8%	22.1%

TABLE A-II-6
1980 CDBG PROGRAM FUNDS BUDGETED BY PROGRAM PURPOSE
AND CENSUS TRACT DISTRESS
(Dollars in Millions)

PURPOSE	NATIONAL	TRACT DISTRESS			
	1980	1980			
		Least Distressed	Moderate Distress	Most Distressed	City-wide
Conserve/Expand Housing Stock					
Amount	\$881.7	\$63.8	\$171.5	\$380.4	\$245.1
Percent	42.3%	34.7%	36.2%	39.4%	61.0%
Neighborhood Conservation					
Amount	\$508.6	\$57.8	\$150.0	\$280.1	\$3.7
Percent	24.4%	31.4%	31.7%	29.0%	1.0%
General Public Improvements & Services					
Amount	\$281.8	\$32.9	\$66.2	\$97.4	\$75.7
Percent	13.5%	31.4%	14.0%	10.1%	18.8%
Provision of Social Services					
Amount	\$215.6	\$20.9	\$55.3	\$14.9	20.3
Percent	10.3%	11.4%	11.7%	11.9%	5.1%
Economic Development					
Amount	\$196.4	\$8.5	\$30.9	\$91.9	\$56.8
Percent	9.4%	4.6%	6.5%	9.5%	14.1%
Total					
Amount	\$2084.1	\$183.9	\$473.9	\$964.7	\$401.6
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	9.1%	23.4%	47.7%	19.8%

TABLE A-II-7
1980 CDBG PROGRAM FUNDS BUDGETED BY PROGRAM PURPOSE
AND BENEFIT TO LOW AND MODERATE INCOME CENSUS TRACTS
(Dollars in Millions)

PURPOSE	NATIONAL	LOW AND MODERATE INCOME BENEFIT		
	1980	Low and Moderate Income Benefit	Non-Low and Moderate Income Benefit	City-wide
Conserve/Expand Housing Stock				
Amount	\$881.7	\$383.7	\$239.3	\$245.1
Percent	42.3%	38.8%	36.3%	66.0%
Neighborhood Conservation				
Amount	\$508.6	\$273.1	\$220.1	\$3.7
Percent	24.4%	27.6%	33.4%	0.9%
General Public Improvements & Services				
Amount	\$281.8	\$113.7	\$87.1	\$45.7
Percent	13.5%	11.5%	13.2%	12.3%
Provision of Social Services				
Amount	\$215.6	\$126.9	\$67.1	\$20.3
Percent	24.4%	12.8%	10.2%	5.5%
Economic Development				
Amount	\$196.4	\$90.4	\$46.3	\$56.8
Percent	9.4%	9.2%	7.0%	15.3%
Total				
Amount	\$2084.1	\$987.8	\$659.9	\$371.6
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	48.9%	32.7%	18.4%

TABLE A-II-8

**1980 CDBG PROGRAM FUNDS BUDGETED BY PROGRAM PURPOSE
AND ACTIVITY GROUP
(Dollars in Millions)**

PURPOSE	NATIONAL	ACTIVITY GROUP					
	1980	1980					
		Housing Rehab & Related	Public Works	Acquisi- tion/ Demolition	Public Services	Public Facilities	Open Spaces & Parks
Conserve/Expand Housing Stock							
Amount	\$881.7	\$661.3	\$8.6	\$156.1	\$24.2	\$31.4	\$0.1
Percent	42.3%	92.2%	1.5%	43.8%	11.0%	21.3%	0.1%
Neighborhood Conservation							
Amount	\$508.6	\$15.8	\$262.8	\$77.0	\$37.7	\$57.5	\$57.8
Percent	24.4%	2.2%	47.2%	21.6%	17.1%	39.1%	66.4%
General Public Improvements & Services							
Amount	\$281.8	\$7.1	\$157.5	\$67.9	\$7.9	\$14.8	\$26.5
Percent	13.5%	1.0%	28.3%	19.1%	3.6%	10.1%	30.5%
Provision of Social Services							
Amount	\$215.6	\$11.2	\$6.8	\$6.4	\$146.7	\$42.2	\$2.3
Percent	10.3%	1.6%	1.2%	1.8%	66.9%	28.7%	2.6%
Economic Development							
Amount	\$196.4	\$22.1	\$120.5	\$48.6	\$3.5	\$1.3	\$0.3
Percent	9.4%	3.1%	21.7%	13.7%	1.6%	0.9%	0.3%
Total							
Amount	\$2084.1	\$717.5	\$556.2	\$356.0	\$220.0	\$147.2	\$87.0
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	34.4%	26.7%	17.1%	10.6%	7.1%	4.2%

TABLE A-II-9
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
ACTIVITY GROUP
AND YEAR
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	YEAR		
	1978-1980	1978	1979	1980
Public Works				
Amount	\$1623.3	\$553.7	\$513.3	\$556.3
Percent	27.2%	29.0%	26.0%	26.7%
Housing Rehab & Related Activities				
Amount	\$1 869.5	\$511.2	\$639.4	\$718.9
Percent	31.3%	26.8%	32.4%	34.5%
Acquisition/ Demolition				
Amount	\$1060.3	\$325.2	\$378.2	\$356.9
Percent	17.8%	17.0%	19.2%	17.1%
Public Services				
Amount	\$670.9	\$238.6	\$212.4	\$219.9
Percent	11.2%	12.5%	10.8%	10.5%
Public Facilities				
Amount	\$464.9	\$184.4	\$133.3	\$147.2
Percent	7.8%	9.7%	6.8%	7.1%
Open Spaces and Parks				
Amount	\$279.5	\$95.0	\$97.5	\$87.0
Percent	4.7%	5.0%	4.9%	4.2%
Total				
Amount	\$5968.3	\$1908.2	\$1973.9	\$2086.2
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	32.0%	33.1%	35.0%

TABLE A-11-10
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED
BY ACTIVITY GROUP
AND REGION
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	REGION				
	1978-1980	1978-1980				
		North Central	North East	South	West	Puerto Rico
Public Works						
Amount	\$1623.3	\$467.5	\$400.8	\$471.9	\$200.9	\$82.2
Percent	27.2%	26.7%	21.5%	36.0%	24.0%	39.3%
Housing Rehab & Related Activities						
Amount	\$1869.5	\$497.6	\$785.4	\$326.5	\$248.9	\$11.1
Percent	31.3%	28.4%	42.2%	24.9%	29.2%	5.3%
Acquisition/ Demolition						
Amount	\$1060.3	\$345.3	\$231.5	\$245.6	\$182.5	\$55.3
Percent	17.8%	19.7%	12.4%	18.7%	21.8%	26.4%
Public Services						
Amount	\$670.9	\$212.5	\$294.6	\$85.2	\$67.8	\$10.8
Percent	11.2%	12.1%	15.8%	6.5%	8.1%	5.2%
Public Facilities						
Amount	\$464.9	\$146.9	\$92.4	\$110.0	\$81.7	\$33.9
Percent	7.8%	8.4%	5.0%	8.4%	9.8%	16.2%
Open Spaces and Parks						
Amount	\$279.5	\$79.8	\$58.0	\$71.5	\$54.3	\$16.0
Percent	4.7%	4.6%	3.1%	5.5%	6.5%	7.7%
Total						
Amount	\$5968.3	\$1749.5	\$1862.6	\$1310.7	\$836.1	\$209.3
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	29.3%	31.2%	22.0%	14.0%	3.5%

TABLE A-II-10
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED
BY ACTIVITY GROUP
AND REGION
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	REGION				
	1978	1978				
		North Central	North East	South	West	Puerto Rico
Public Works.						
Amount	\$553.7	\$140.3	\$145.1	\$179.7	\$63.9	\$24.7
Percent	29.0%	27.1%	24.7%	38.2%	23.6%	40.1%
Housing Rehab & Related Activities						
Amount	\$511.2	\$125.4	\$210.4	\$98.4	\$74.0	\$2.9
Percent	26.8%	24.2%	35.9%	20.9%	27.4%	4.7%
Acquisition/ Demolition						
Amount	\$325.2	\$95.0	\$76.3	\$89.1	\$52.6	\$12.2
Percent	17.0%	18.3%	13.0%	18.9%	19.5%	19.9%
Public Services						
Amount	\$238.6	\$67.5	\$109.2	\$32.3	\$27.0	\$2.6
Percent	12.5%	13.0%	18.6%	6.9%	10.0%	4.3%
Public Facilities						
Amount	\$184.4	\$56.8	\$28.8	\$46.5	\$36.3	\$16.0
Percent	9.7%	11.0%	4.9%	10.0%	13.4%	25.9%
Open Spaces and Parks						
Amount	\$95.0	\$33.6	\$17.1	\$24.4	\$16.7	\$3.2
Percent	5.0%	6.5%	2.9%	5.2%	6.2%	5.2%
Total						
Amount	\$1908.2	\$518.6	\$586.9	\$470.6	\$270.5	\$61.5
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	27.2%	30.8%	24.7%	14.2%	3.2%

TABLE A-11-10
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED
BY ACTIVITY GROUP
AND REGION
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	REGION				
	1979	1979				
		North Central	North East	South	West	Puerto Rico
Public Works Amount Percent	\$513.3 26.0%	\$139.6 25.5%	\$123.5 20.3%	\$157.3 33.8%	\$67.6 23.8%	\$25.3 37.1%
Housing Rehab & Related Activities Amount Percent	\$639.4 32.4%	\$161.5 29.5%	\$264.3 43.4%	\$125.2 26.9%	\$86.2 30.4%	\$2.0 3.0%
Acquisition/ Demolition Amount Percent	\$378.2 19.2%	\$119.5 21.9%	\$71.4 11.7%	\$97.4 20.9%	\$70.0 24.6%	\$19.9 29.2%
Public Services Amount Percent	\$212.4 10.8%	\$62.6 11.5%	\$93.7 15.4%	\$32.7 7.0%	\$20.5 7.2%	\$2.9 4.2%
Public Facilities Amount Percent	\$133.3 6.8%	\$38.3 7.0%	\$32.0 5.3%	\$29.1 6.3%	\$22.5 7.9%	\$11.3 16.6%
Open Spaces and Parks Amount Percent	\$97.5 4.9%	\$25.1 4.6%	\$24.4 4.0%	\$23.9 5.1%	\$17.3 6.1%	\$6.8 9.9%
Total Amount Column Percent Row Percent	\$1973.9 100.0% 100.0%	\$546.6 100.0% 27.7%	\$609.3 100.0% 30.9%	\$465.7 100.0% 23.6%	\$284.1 100.0% 14.4%	\$68.3 100.0% 3.5%

TABLE A-11-10
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED
BY ACTIVITY GROUP
AND REGION
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	REGION				
	1980	1980				
		North Central	North East	South	West	Puerto Rico
Public Works						
Amount	\$556.3	\$187.6	\$132.1	\$134.9	\$69.4	\$32.2
Percent	26.7%	27.4%	19.8%	36.0%	24.7%	40.5%
Housing Rehab & Related Activities						
Amount	\$718.9	\$210.6	\$310.6	\$102.8	\$88.6	\$6.1
Percent	34.5%	30.8%	46.6%	27.5%	31.5%	7.7%
Acquisition/ Demolition						
Amount	\$356.9	\$130.9	\$83.8	\$59.1	\$59.9	\$23.2
Percent	17.1%	19.1%	12.6%	15.8%	21.3%	29.1%
Public Services						
Amount	\$219.9	\$82.3	\$91.8	\$20.2	\$20.4	\$5.3
Percent	10.5%	12.0%	13.8%	5.4%	7.3%	6.6%
Public Facilities						
Amount	\$147.2	\$51.7	\$31.6	\$34.3	\$22.9	\$6.7
Percent	7.1%	7.6%	4.7%	9.2%	8.1%	8.4%
Open Spaces and Parks						
Amount	\$87.0	\$21.0	\$16.5	\$23.1	\$20.3	\$6.1
Percent	4.2%	3.1%	2.5%	6.2%	7.2%	7.7%
Total						
Amount	\$2086.2	\$684.3	\$666.4	\$374.4	\$281.5	\$79.5
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	32.8%	31.9%	17.9%	13.5%	3.8%

TABLE A-II-11
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUGETED
BY ACTIVITY GROUP
AND CITY TYPE
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY TYPE	
	1978-1980	1978-1980	
		Central	Suburban
Public Works			
Amount	\$1623.3	\$1422.5	\$200.8
Percent	27.2%	26.5%	33.1%
Housing Rehab & Related Activities			
Amount	\$1869.5	\$1704.8	\$164.7
Percent	31.3%	31.8%	27.1%
Acquisition/ Demolition			
Amount	\$1060.3	\$962.5	\$97.8
Percent	17.8%	18.0%	10.1%
Public Services			
Amount	\$670.9	\$638.2	\$32.7
Percent	11.2%	11.9%	5.4%
Public Facilities			
Amount	\$464.9	\$400.5	\$64.4
Percent	7.8%	7.5%	10.6%
Open Spaces and Parks			
Amount	\$279.5	\$252.9	\$46.6
Percent	4.7%	4.3%	7.7%
Total			
Amount	\$5968.3	\$5361.3	\$604.0
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	89.8%	10.2%

TABLE A-II-11
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS
BUDGETED BY ACTIVITY GROUP
AND CITY TYPE
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY TYPE	
	1978	1978	
		Central	Suburban
Public Works			
Amount	\$553.7	\$485.5	\$68.1
Percent	29.0%	28.4%	34.8%
Housing Rehab & Related Activities			
Amount	\$511.2	\$464.4	\$46.9
Percent	26.8%	27.1%	23.9%
Acquisition/ Demolition			
Amount	\$325.2	\$291.9	\$33.3
Percent	17.0%	17.1%	17.0%
Public Services			
Amount	\$238.6	\$227.7	\$10.9
Percent	12.5%	13.3%	5.6%
Public Facilities			
Amount	\$184.4	\$161.1	\$23.4
Percent	9.7%	9.4%	11.9%
Open Spaces and Parks			
Amount	\$95.0	\$81.5	\$13.5
Percent	5.0%	4.8%	6.9%
Total			
Amount	\$1908.1	\$1712.2	\$196.0
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	89.7%	10.3%

TABLE A-II-11
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS
BUDGETED BY ACTIVITY GROUP
AND CITY TYPE
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY TYPE	
	1979	1979	
		Central	Suburban
Public Works			
Amount	\$513.3	\$447.9	\$65.4
Percent	26.0%	25.3%	31.9%
Housing Rehab & Related Activities			
Amount	\$639.4	\$581.7	\$57.7
Percent	32.4%	32.9%	28.2%
Acquisition/ Demolition			
Amount	\$378.2	\$346.2	\$31.9
Percent	19.2%	19.6%	15.6%
Public Services			
Amount	\$212.4	\$201.4	\$11.0
Percent	10.8%	11.4%	5.4%
Public Facilities			
Amount	\$133.3	\$112.1	\$21.2
Percent	6.8%	6.3%	10.4%
Open Spaces and Parks			
Amount	\$97.5	\$79.9	\$17.5
Percent	4.9%	4.5%	8.6%
Total			
Amount	\$1973.9	\$1769.2	\$204.7
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	89.6%	10.4%

TABLE A-II-11
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS
BUDGETED BY ACTIVITY GROUP

AND CITY TYPE
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY TYPE	
	1980	Central	Suburban
Public Works			
Amount	\$556.3	\$489.0	\$67.3
Percent	26.7%	26.0%	32.6%
Housing Rehab & Related Activities			
Amount	\$718.9	\$658.7	\$60.2
Percent	34.5%	35.0%	29.2%
Acquisition/ Demolition			
Amount	\$356.9	\$324.3	\$32.6
Percent	17.1%	17.3%	15.8%
Public Services			
Amount	\$219.9	\$209.1	\$10.8
Percent	10.5%	11.1%	5.2%
Public Facilities			
Amount	\$147.2	\$127.4	\$19.8
Percent	7.1%	6.8%	9.6%
Open Spaces and Parks			
Amount	\$87.0	\$71.4	\$ 5.6
Percent	4.2%	3.8%	7.6%
Total			
Amount	\$2086.2	\$ 879.9	\$206.3
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	90.1%	9.9%

TABLE A-II-12
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
ACTIVITY GROUP
AND CITY DISTRESS
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY DISTRESS		
	1978-1980	1978-1980	1978-1980	1978-1980
		Least Distressed	Moderate Distress	Most Distressed
Public Works				
Amount	\$1623.3	\$390.5	\$393.8	\$839.0
Percent	27.2%	32.6%	33.7%	23.3%
Housing Rehab & Related Activities				
Amount	\$1869.5	\$333.4	\$286.2	\$1249.9
Percent	31.3%	27.8%	24.5%	34.7%
Acquisition/ Demolition				
Amount	\$1060.3	\$221.7	\$229.0	\$609.6
Percent	17.8%	18.5%	19.6%	16.9%
Public Services				
Amount	\$670.9	\$56.5	\$77.7	\$536.7
Percent	11.2%	4.7%	6.7%	14.9%
Public Facilities				
Amount	\$464.9	\$117.8	\$114.7	\$232.4
Percent	7.8%	9.8%	9.8%	6.5%
Open Spaces and Parks				
Amount	\$279.5	\$78.5	\$66.5	\$134.5
Percent	4.7%	6.6%	5.7%	3.7%
Total				
Amount	\$5968.3	\$1198.4	\$1167.8	\$3602.1
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	20.1%	19.6%	60.3%

TABLE A-11-12
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
ACTIVITY GROUP
AND CITY DISTRESS
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY DISTRESS		
	1978	Least Distressed	Moderate Distress	Most Distressed
Public Works				
Amount	\$553.7	\$130.7	\$131.9	\$291.1
Percent	29.0%	32.6%	34.3%	25.9%
Housing Rehab & Related Activities				
Amount	\$511.2	\$101.2	\$74.9	\$335.2
Percent	26.8%	25.2%	19.5%	29.9%
Acquisition/ Demolition				
Amount	\$325.2	\$75.1	\$78.9	\$171.2
Percent	17.0%	18.7%	20.5%	9.0%
Public Services				
Amount	\$238.6	\$19.3	\$32.1	\$187.2
Percent	12.5%	4.8%	8.4%	16.7%
Public Facilities				
Amount	\$184.4	\$49.1	\$46.0	\$89.4
Percent	9.7%	12.2%	12.0%	8.0%
Open Spaces and Parks				
Amount	\$95.0	\$25.5	\$20.8	\$48.7
Percent	5.0%	6.4%	5.4%	4.3%
Total				
Amount	\$1908.2	\$400.9	\$384.6	\$1122.7
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	21.0%	20.2%	58.8%

TABLE A-11-12
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
ACTIVITY GROUP
AND CITY DISTRESS
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY DISTRESS		
	1979	Least Distressed	Moderate Distress	Most Distressed
Public Works				
Amount	\$513.3	\$132.5	\$117.2	\$263.6
Percent	26.0%	33.0%	30.6%	22.2%
Housing Rehab & Related Activities				
Amount	\$639.4	\$108.0	\$92.3	\$439.0
Percent	32.4%	26.9%	24.1%	36.9%
Acquisition/ Demolition				
Amount	\$378.2	\$84.0	\$85.1	\$209.1
Percent	19.2%	20.9%	22.5%	17.6%
Public Services				
Amount	\$212.4	\$20.3	\$22.6	\$169.5
Percent	10.8%	5.1%	5.9%	14.3%
Public Facilities				
Amount	\$133.3	\$30.8	\$40.2	\$62.3
Percent	6.8%	7.7%	10.5%	5.2%
Open Spaces and Parks				
Amount	\$97.5	\$25.9	\$25.6	\$46.0
Percent	4.9%	6.5%	6.7%	3.9%
Total				
Amount	\$1973.9	\$401.5	\$382.9	\$1189.5
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	20.3%	19.4%	60.3%

TABLE A-11.12
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
ACTIVITY GROUP
AND CITY DISTRESS
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY DISTRESS		
	1980	Least Distressed	1980 Moderate Distress	Most Distressed
Public Works				
Amount	\$556.3	\$127.4	\$144.6	\$284.3
Percent	26.7 %	32.2%	36.1%	22.0%
Housing Rehab & Related Activities				
Amount	\$718.9	\$124.2	\$119.0	\$475.7
Percent	34.5%	31.4%	29.7%	36.9%
Acquisition/ Demolition				
Amount	\$356.9	\$62.6	\$65.0	\$229.3
Percent	17.1%	15.8%	16.3%	17.8%
Public Services				
Amount	\$219.9	\$16.9	\$23.0	\$180.0
Percent	10.5%	4.3%	5.7%	14.0%
Public Facilities				
Amount	\$147.2	\$37.9	\$28.5	\$80.7
Percent	7.1%	9.6%	7.1%	6.3%
Open Spaces and Parks				
Amount	\$87.0	\$27.0	\$20.1	\$39.8
Percent	4.2%	6.8%	5.0%	3.1%
Total				
Amount	\$2086.2	\$396.0	\$400.3	\$1289.8
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	19.0%	19.2%	61.8%

TABLE A-II-13
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS
BUDGETED BY ACTIVITY GROUP
AND GRANT SIZE
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	GRANT SIZE				
	1978-1980	1978-1980				
		To 1,000,000	\$1,000,000- \$1,999,999	\$2,000,000- 3,999,999	\$4,000,000- 9,999,999	\$10,000,000 +
Public Works						
Amount	\$1623.3	\$107.6	\$173.2	\$275.3	\$335.1	\$732.1
Percent	27.2%	3.1%	5.0%	33.0%	9.7%	21.3%
Housing Rehab & Related Activities						
Amount	\$1869.5	\$96.3	\$169.4	\$218.0	\$291.3	\$1094.4
Percent	31.3%	2.8%	4.9%	26.1%	8.5%	31.8%
Acquisition/ Demolition						
Amount	\$1060.3	\$35.7	\$102.3	\$162.4	\$217.8	\$542.0
Percent	17.8%	1.0%	3.0%	19.5%	6.3%	15.7%
Public Services						
Amount	\$670.9	\$13.5	\$35.0	\$60.0	\$109.9	\$452.6
Percent	11.2%	0.4%	1.0%	7.2%	3.2%	13.2%
Public Facilities						
Amount	\$464.9	\$44.7	\$65.6	\$67.0	\$69.0	\$218.6
Percent	7.8%	1.3%	1.9%	8.0%	2.0%	6.4%
Open Spaces and Parks						
Amount	\$279.5	\$15.2	\$35.1	\$51.2	\$39.6	\$138.3
Percent	4.7%	0.4%	1.0%	6.1%	1.2%	4.0%
Total						
Amount	\$5968.3	\$313.0	\$580.6	\$833.9	\$1062.8	\$3178.1
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	5.2%	9.7%	14.0%	17.8%	53.2%

TABLE A-1'-13
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS
BUDGETED BY ACTIVITY GROUP
AND GRANT SIZE
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	GRANT SIZE				
	1978	1978				
		To 1,000,000	\$1,000,000- \$1,999,999	\$2,000,000- 3,999,999	\$4,000,000- 9,999,999	\$10,000,000 +
Public Works						
Amount	\$553.7	\$36.1	\$59.8	\$80.4	\$129.3	\$248.0
Percent	29.0%	38.3%	29.1%	34.2%	32.6%	25.4%
Housing Rehab & Related Activities						
Amount	\$511.2	\$25.5	\$49.0	\$53.6	\$83.7	\$299.4
Percent	26.8%	27.1%	23.8%	22.8%	21.1%	30.7%
Acquisition/ Demolition						
Amount	\$325.2	\$6.5	\$46.4	\$39.5	\$85.8	\$147.0
Percent	17.0%	6.9%	22.6%	16.8%	21.7%	15.1%
Public Services						
Amount	\$238.6	\$6.0	\$11.3	\$15.6	\$46.5	\$159.2
Percent	12.5%	6.3%	5.5%	6.6%	11.7%	16.3%
Public Facilities						
Amount	\$184.4	\$15.1	\$26.8	\$32.4	\$36.4	\$73.7
Percent	9.7%	16.1%	13.0%	13.8%	9.2%	7.6%
Open Spaces and Parks						
Amount	\$95.0	\$5.0	\$12.5	\$13.9	\$14.4	\$49.3
Percent	5.0%	5.3%	6.1%	5.9%	3.6%	5.1%
Total						
Amount	\$1908.2	\$94.1	\$205.9	\$235.4	\$396.1	\$976.6
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	4.9%	10.8%	12.3%	20.8%	51.2%

TABLE A-11-13
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS
BUDGETED BY ACTIVITY GROUP

AND GRANT SIZE
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	GRANT SIZE				
	1979	1979				
		To 1,000,000	\$1,000,000- \$1,999,999	\$2,000,000- 3,999,999	\$4,000,000- 9,999,999	\$10,000,000+
Public Works						
Amount	\$513.3	\$32.2	\$51.6	\$90.5	\$113.3	\$225.7
Percent	26.0%	34.1%	29.0%	32.0%	30.0%	21.7%
Housing Rehab & Related Activities						
Amount	\$639.4	\$25.5	\$55.2	\$73.2	\$108.7	\$376.8
Percent	32.4%	27.1%	31.0%	25.9%	28.8%	36.2%
Acquisition/ Demolition						
Amount	\$378.2	\$9.3	\$30.3	\$69.0	\$82.7	\$186.8
Percent	19.2%	9.9%	17.0%	24.4%	21.9%	17.9%
Public Services						
Amount	\$212.4	\$2.6	\$12.9	\$17.7	\$33.1	\$146.1
Percent	10.8%	2.8%	7.2%	6.3%	8.8%	14.0%
Public Facilities						
Amount	\$133.3	\$20.0	\$16.4	\$14.0	\$24.5	\$58.3
Percent	6.8%	21.3%	9.2%	5.0%	6.5%	5.6%
Open Spaces and Parks						
Amount	\$97.5	\$4.6	\$11.8	\$18.1	\$15.0	\$47.8
Percent	4.9%	4.9%	6.6%	6.4%	4.0%	4.6%
Total						
Amount	\$1973.9	\$94.3	\$178.3	\$282.5	\$396.1	\$976.6
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	4.9%	9.2%	14.7%	20.5%	50.7%

TABLE A-11-13
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS
BUDGETED BY ACTIVITY GROUP
AND GRANT SIZE
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	GRANT SIZE				
	1980	1980				
		To 1,000,000	\$1,000,000- \$1,999,999	\$2,000,000- 3,999,999	\$4,000,000- 9,999,999	\$10,000,000 +
Public Works						
Amount	\$556.3	\$39.3	\$61.7	\$104.4	\$92.5	\$258.4
Percent	26.7%	31.6%	31.4%	33.0%	32.0%	22.3%
Housing Rehab & Related Activities						
Amount	\$718.9	\$45.3	\$65.2	\$91.3	\$98.9	\$418.2
Percent	34.5%	36.4%	33.2%	28.9%	34.2%	36.1%
Acquisition/ Demolition						
Amount	\$356.9	\$19.9	\$25.6	\$54.0	\$49.3	\$208.2
Percent	17.1%	16.0%	13.0%	17.1%	17.0%	18.0%
Public Services						
Amount	\$219.9	\$4.9	\$10.8	\$26.6	\$30.3	\$147.3
Percent	10.5%	3.9%	5.5%	8.4%	10.5%	12.7%
Public Facilities						
Amount	\$147.2	\$9.6	\$22.3	\$20.6	\$8.0	\$86.6
Percent	7.1%	7.7%	11.4%	6.5%	2.8%	7.5%
Open Spaces and Parks						
Amount	\$87.0	\$5.6	\$10.8	\$19.1	\$10.2	\$41.2
Percent	4.2%	4.5%	5.5%	6.0%	3.5%	3.6%
Total						
Amount	\$2086.2	\$124.6	\$196.4	\$316.0	\$289.2	\$1159.9
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	6.0%	9.4%	15.1%	13.9%	5.6%

TABLE A-11-14

ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY ACTIVITY GROUP

AND CITY SIZE

(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY SIZE				
	1978-1980	1978-1980				
		To 100,000	100,000- 249,999	250,000- 499,999	500,000- 999,999	1,000,000 +
Public Works						
Amount	\$1623.3	\$498.9	\$311.4	\$234.1	\$306.2	\$272.7
Percent	27.2%	33.6%	29.3%	26.9%	32.4%	17.0%
Housing Rehab & Related Activities						
Amount	\$1869.5	\$406.5	\$282.7	\$305.5	\$241.1	\$633.7
Percent	31.3%	27.4%	26.6%	35.1%	25.5%	39.5%
Acquisition/ Demolition						
Amount	\$1060.3	\$227.6	\$245.3	\$177.8	\$171.0	\$238.5
Percent	17.8%	15.3%	23.1%	20.4%	18.1%	14.9%
Public Services						
Amount	\$670.9	\$123.4	\$78.7	\$77.7	\$103.3	\$287.8
Percent	11.2%	8.3%	7.4%	8.9%	10.9%	17.9%
Public Facilities						
Amount	\$464.9	\$145.8	\$93.1	\$42.6	\$64.3	\$119.0
Percent	7.8%	9.8%	8.8%	4.9%	6.8%	7.4%
Open Spaces and Parks						
Amount	\$279.5	\$83.1	\$51.7	\$22.1	\$58.2	\$53.3
Percent	4.7%	5.6%	4.9%	3.8%	6.2%	3.3%
Total						
Amount	\$5968.3	\$1485.5	\$1062.9	\$870.8	\$944.1	\$1605.0
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	24.9%	17.8%	14.6%	15.8%	26.9%

TABLE A-11-14
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED
BY ACTIVITY GROUP
AND CITY SIZE
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY SIZE				
	1978	1978				
		To 100,000	100,000-249,999	250,000-499,999	500,000-999,999	1,000,000 +
Public Works						
Amount	\$553.7	\$172.8	\$102.4	\$82.6	\$111.8	\$84.1
Percent	29.0%	35.8%	28.7%	28.4%	35.2%	18.3%
Housing Rehab & Related Activities						
Amount	\$511.2	\$111.0	\$77.5	\$83.8	\$81.2	\$157.8
Percent	26.8%	23.0%	21.7%	28.8%	25.6%	34.2%
Acquisition/Demolition						
Amount	\$325.2	\$71.9	\$83.2	\$61.9	\$52.7	\$55.6
Percent	17.0%	14.9%	23.3%	21.3%	16.6%	12.1%
Public Services						
Amount	\$238.6	\$42.6	\$28.9	\$33.3	\$36.7	\$97.0
Percent	12.5%	8.8%	8.1%	11.5%	11.6%	21.0%
Public Facilities						
Amount	\$184.4	\$57.4	\$48.9	\$17.4	\$20.0	\$40.8
Percent	9.7%	11.9%	13.7%	6.0%	6.3%	8.9%
Open Spaces and Parks						
Amount	\$95.0	\$26.8	\$15.6	\$12.0	\$15.0	\$25.6
Percent	5.0%	5.6%	4.4%	4.1%	4.7%	5.6%
Total						
Amount	\$1908.1	\$482.5	\$356.4	\$291.0	\$317.4	\$460.9
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	25.3%	18.7%	15.2%	16.6%	24.2%

TABLE A-11-14
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED
BY ACTIVITY GROUP
AND CITY SIZE
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY SIZE				
	1979	1979				
		To 100,000	100,000-249,999	250,000-499,999	500,000-999,999	1,000,000+
Public Works						
Amount	\$513.3	\$159.5	\$103.3	\$74.9	\$95.8	\$79.8
Percent	26.0%	32.3%	28.8%	26.9%	29.1%	15.6%
Housing Rehab & Related Activities						
Amount	\$639.4	\$137.9	\$95.1	\$99.1	\$95.0	\$212.3
Percent	32.4%	27.9%	26.5%	35.5%	28.8%	41.4%
Acquisition/ Demolition						
Amount	\$378.2	\$79.8	\$96.2	\$57.0	\$62.0	\$83.2
Percent	19.2%	16.1%	26.8%	20.4%	18.8%	16.2%
Public Services						
Amount	\$212.4	\$37.2	\$24.2	\$26.6	\$34.6	\$90.0
Percent	10.8%	7.5%	6.7%	9.5%	10.5%	17.5%
Public Facilities						
Amount	\$133.3	\$48.7	\$24.4	\$11.5	\$18.0	\$30.7
Percent	6.8%	9.9%	6.8%	4.1%	5.5%	6.0%
Open Spaces and Parks						
Amount	\$97.5	\$30.7	\$16.0	\$9.8	\$24.3	\$16.6
Percent	4.9%	6.2%	4.5%	3.5%	7.4%	3.2%
Total						
Amount	\$1973.9	\$493.8	\$359.1	\$279.0	\$329.7	\$512.4
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0	100.0%
Row Percent	100.0%	25.0%	18.2%	14.1%	16.7%	26.0%

TABLE A-11-14
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED
BY ACTIVITY GROUP
AND CITY SIZE
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY SIZE				
	1980	1980				
		To 100,000	100,000- 249,999	250,000- 499,999	500,000- 999,999	1,000,000 +
Public Works						
Amount	\$556.3	\$166.6	\$105.7	\$76.5	\$98.7	\$108.8
Percent	26.7%	32.7%	30.4%	25.4%	33.2%	17.2%
Housing Rehab & Related Activities						
Amount	\$718.9	\$157.6	\$110.2	\$122.6	\$64.9	\$263.6
Percent	34.5%	31.0%	31.7%	40.8%	21.9%	41.7%
Acquisition/ Demolition						
Amount	\$356.9	\$76.0	\$65.9	58.9	\$56.4	\$99.8
Percent	17.1%	14.9%	19.0%	19.6%	19.0%	15.8%
Public Services						
Amount	\$219.9	\$43.6	\$25.6	\$17.8	\$31.9	\$101.0
Percent	10.5%	8.6%	7.4%	5.9%	10.7%	16.0%
Public Facilities						
Amount	\$147.2	\$39.7	\$19.9	\$13.7	\$26.3	\$47.5
Percent	7.1%	7.8%	5.7%	4.6%	8.9%	7.5%
Open Spaces and Parks						
Amount	\$87.0	\$25.6	\$20.1	\$11.3	\$18.9	\$11.1
Percent	4.2%	5.0%	5.8%	3.8%	6.4%	1.8%
Total						
Amount	\$2086.2	\$509.2	\$347.4	\$300.8	\$297.0	\$631.7
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	24.4%	16.7%	14.4%	14.2%	30.3%

TABLE A-II-15
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED
BY ACTIVITY GROUP
AND CITY POPULATION GROWTH
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY POPULATION GROWTH		
	1978-1980	1978-1980		
		Decreasing	Stable	Increasing
Public Works				
Amount	\$1623.3	\$814.5	\$342.1	\$466.6
Percent	27.2%	23.7%	29.4%	34.3%
Housing Rehab & Related Activities				
Amount	\$1869.5	\$1209.9	\$328.3	\$331.3
Percent	31.3%	35.1%	28.2%	24.3%
Acquisition/ Demolition				
Amount	\$1060.3	\$578.1	\$213.3	\$268.9
Percent	17.8%	16.8%	18.3%	19.7%
Public Services				
Amount	\$670.9	\$490.9	\$108.7	\$71.3
Percent	11.2%	14.3%	9.3%	5.2%
Public Facilities				
Amount	\$464.9	\$213.1	\$103.4	\$148.3
Percent	7.8%	6.2%	8.9%	10.9%
Open Spaces and Parks				
Amount	\$279.5	\$136.6	\$67.4	\$75.6
Percent	4.7%	4.0%	5.8%	5.6%
Total				
Amount	\$5968.3	\$3443.2	\$1163.2	\$1361.9
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	57.7%	19.5%	22.8%

TABLE A-11-15
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED
BY ACTIVITY GROUP
AND CITY POPULATION GROWTH
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY POPULATION GROWTH		
	1978	1978		
		Decreasing	Stable	Increasing
Public Works				
Amount	\$553.7	\$273.1	\$120.2	\$160.4
Percent	29.0%	25.8%	29.9%	35.9%
Housing Rehab & Related Activities				
Amount	\$511.2	\$323.7	\$89.6	\$98.0
Percent	26.8%	30.6%	22.3%	21.9%
Acquisition/ Demolition				
Amount	\$325.2	8181.4	\$85.2	\$78.8
Percent	17.0%	16.3%	21.2%	17.6%
Public Services				
Amount	\$238.6	\$167.5	\$45.8	\$25.3
Percent	12.5%	15.8%	11.4%	5.7%
Public Facilities				
Amount	\$184.4	\$83.6	\$39.4	\$61.5
Percent	9.7%	7.9%	9.8%	13.8%
Open Spaces and Parks				
Amount	\$95.0	\$49.6	\$22.1	\$23.3
Percent	5.0%	4.7%	5.5%	5.2%
Total				
Amount	\$1908.1	\$1058.9	\$402.2	\$447.0
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	55.5%	21.1%	23.4%

TABLE A-II-15

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED
BY ACTIVITY GROUP**

AND CITY POPULATION GROWTH
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY POPULATION GROWTH		
	1979	Decreasing	Stable	Increasing
Public Works				
Amount	\$513.3	\$252.0	\$105.9	\$155.4
Percent	26.0%	22.3%	27.2%	34.2%
Housing Rehab & Related Activities				
Amount	\$639.4	\$418.8	\$115.4	\$105.1
Percent	32.4%	37.1%	29.7%	23.1%
Acquisition/ Demolition				
Amount	\$378.2	\$200.4	\$76.0	\$101.7
Percent	19.2%	17.7%	19.5%	22.4%
Public Services				
Amount	\$212.4	\$161.2	\$29.0	\$22.2
Percent	10.8%	14.3%	7.5%	4.9%
Public Facilities				
Amount	\$133.3	\$51.1	\$36.9	\$45.3
Percent	6.8%	4.5%	9.5%	10.0%
Open Spaces and Parks				
Amount	\$97.5	\$47.0	\$26.0	\$24.6
Percent	4.9%	4.2%	6.7%	5.4%
Total				
Amount	\$1973.9	\$1130.6	\$389.2	\$454.2
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	57.3%	19.7%	23.0%

TABLE A-II-15
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED
BY ACTIVITY GROUP
AND CITY POPULATION GROWTH
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY POPULATION GROWTH		
	1980	1980	1980	1980
		Decreasing	Stable	Increasing
Public Works				
Amount	\$556.3	\$289.4	\$116.1	\$150.8
Percent	26.7%	23.1%	31.2%	32.7%
Housing Rehab & Related Activities				
Amount	\$718.9	\$467.3	\$123.3	\$128.3
Percent	34.5%	37.3%	33.2%	27.8%
Acquisition/ Demolition				
Amount	\$356.9	\$216.3	\$52.1	\$88.6
Percent	17.1%	1.3%	14.0%	19.2%
Public Services				
Amount	\$219.9	\$162.2	\$33.9	\$23.9
Percent	10.5%	12.9%	9.1%	5.2%
Public Facilities				
Amount	\$147.2	\$78.5	\$27.1	\$41.6
Percent	7.1%	6.3%	7.3%	9.0%
Open Spaces and Parks				
Amount	\$87.0	\$40.0	\$19.4	\$27.6
Percent	4.2%	3.2%	5.2%	6.0%
Total				
Amount	\$2086.2	\$1253.7	\$371.8	\$460.7
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	60.1%	17.8%	22.1%

TABLE A-11-16
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED
BY ACTIVITY GROUP
AND CITY PERCENT MINORITY
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY PERCENT MINORITY				
	1978-1980	1-20%	21-40%	41-60%	61 + %	Puerto Rico
Public Works						
Amount	\$1623.3	\$690.0	\$556.8	\$233.5	\$39.7	\$82.2
Percent	27.2%	30.6%	21.2%	34.3%	24.0%	39.3%
Housing Rehab & Related Activities						
Amount	\$1869.5	\$704.0	\$927.1	\$174.7	\$44.4	\$11.1
Percent	31.3%	31.2%	35.3%	25.7%	26.8%	5.3%
Acquisition/ Demolition						
Amount	\$1060.3	\$374.9	\$455.9	\$122.2	\$51.4	\$55.3
Percent	17.8%	16.6%	17.4%	18.0%	31.0%	26.4%
Public Services						
Amount	\$670.9	\$171.8	\$396.8	\$72.3	\$18.6	\$10.8
Percent	11.2%	7.6%	15.1%	10.7%	11.2%	5.2%
Public Facilities						
Amount	\$464.9	\$197.8	\$181.8	\$44.3	\$4.7	\$33.9
Percent	7.8%	8.8%	7.0%	6.5%	2.8%	16.2%
Open Spaces and Parks						
Amount	\$279.5	\$117.3	\$105.2	\$33.1	\$6.9	\$16.0
Percent	4.7%	5.2%	4.0%	4.9%	4.1%	7.8%
Total						
Amount	\$5968.3	\$2255.8	\$2623.6	\$680.1	\$165.7	\$209.3
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	38.0%	44.2%	11.5%	2.8%	3.5%

TABLE A-II-16
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED
BY ACTIVITY GROUP
AND CITY PERCENT MINORITY
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY PERCENT MINORITY				
	1978	1-20%	21-40%	41-60%	61 + %	Puerto Rico
Public Works						
Amount	\$553.7	\$242.7	\$183.6	\$80.0	\$16.3	\$24.7
Percent	29.0%	32.5%	22.8%	36.0%	26.8%	40.1%
Housing Rehab & Related Activities						
Amount	\$511.2	\$197.7	\$241.7	\$55.1	\$11.2	\$2.9
Percent	26.8%	26.5%	30.0%	24.6%	18.4%	4.7%
Acquisition/ Demolition						
Amount	\$325.2	\$126.0	\$129.9	\$35.7	\$20.8	\$12.2
Percent	17.0%	16.9%	16.1%	16.0%	34.3%	19.9%
Public Services						
Amount	\$238.6	\$64.5	\$138.5	\$138.5	\$7.6	\$2.6
Percent	12.5%	8.6%	17.0%	17.1%	12.5%	4.2%
Public Facilities						
Amount	\$184.4	\$80.0	\$70.2	\$70.2	\$2.7	\$16.0
Percent	9.7%	43.4%	8.7%	8.7%	4.5%	26.0%
Open Spaces and Parks						
Amount	\$95.0	\$35.2	\$41.4	\$41.4	\$2.1	\$3.2
Percent	5.0%	4.7%	5.2%	5.1%	3.5%	5.1%
Total						
Amount	\$1908.1	\$746.1	\$805.3	\$420.9	\$60.7	\$61.6
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	35.6%	38.4%	20.1%	2.9%	2.9%

TABLE A-II-16
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED
BY ACTIVITY GROUP
AND CITY PERCENT MINORITY
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY PERCENT MINORITY				
	1979	1-20%	21-40%	41-60%	61 + %	Puerto Rico
Public Works						
Amount	\$513.3	\$205.6	\$179.8	\$79.1	\$15.6	\$25.3
Percent	26.0%	28.1%	21.0%	32.7%	24.0%	37.0%
Housing Rehab & Related Activities						
Amount	\$639.4	\$235.2	\$309.2	\$69.4	\$21.5	\$2.0
Percent	32.4%	32.3%	36.0%	28.7%	33.0%	3.0%
Acquisition/ Demolition						
Amount	\$378.2	\$132.5	\$162.0	\$46.1	\$17.7	\$19.9
Percent	19.2%	18.1%	18.9%	19.0%	27.2%	29.2%
Public Services						
Amount	\$212.4	\$51.4	\$126.9	\$25.5	\$5.8	\$2.9
Percent	10.8%	7.0%	14.8%	10.5%	8.9%	4.2%
Public Facilities						
Amount	\$133.3	\$62.9	\$44.9	\$11.8	\$1.5	\$11.3
Percent	6.8%	8.6%	5.2%	4.9%	2.3%	16.6%
Open Spaces and Parks						
Amount	\$97.5	\$42.0	\$35.3	\$10.3	\$2.8	\$6.8
Percent	4.9%	5.8%	4.1%	4.2%	4.3%	9.9%
Total						
Amount	\$1973.9	\$729.6	\$858.1	\$242.2	\$64.9	\$68.2
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	37.2%	43.7%	12.3%	3.3%	3.5%

TABLE A-II-16
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED
BY ACTIVITY GROUP
AND CITY PERCENT MINORITY
(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	CITY PERCENT MINORITY				
	1980	1-20%	21-40%	41-60%	61 + %	Puerto Rico
Public Works						
Amount	\$556.3	\$241.6	\$193.4	\$74.4	\$7.9	\$32.2
Percent	26.7%	31.0%	20.1%	34.7%	19.6%	40.5%
Housing Rehab & Related Activities						
Amount	\$718.9	\$271.1	\$376.2	\$50.2	\$11.7	\$6.1
Percent	34.5%	34.8%	39.2%	23.4%	29.3%	7.7%
Acquisition/ Demolition						
Amount	\$356.9	\$116.3	\$164.1	\$40.2	\$12.9	\$23.2
Percent	17.1%	14.9%	17.0%	18.9%	32.0%	29.1%
Public Services						
Amount	\$219.9	\$56.0	\$131.5	\$21.7	\$5.2	\$5.5
Percent	10.5%	7.1%	13.7%	10.1%	13.0%	6.6%
Public Facilities						
Amount	\$147.2	\$54.9	\$66.7	\$17.7	\$440.0	\$6.7
Percent	7.1%	7.0%	6.9%	8.3%	1.1%	8.4%
Open Spaces and Parks						
Amount	\$87.0	\$40.0	\$28.5	\$9.8	\$2.0	\$6.1
Percent	4.2%	5.0%	3.0%	4.6%	4.9%	7.7%
Total						
Amount	\$2086.2	\$779.9	\$828.9	\$235.7	\$479.9	\$79.8
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	32.4%	34.4%	9.8%	20.0%	3.3%

TABLE A-II-17

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
ACTIVITY GROUP**

**AND CENSUS TRACT DISTRESS
(Dollars in Millions)**

ACTIVITY GROUP ¹	NATIONAL	TRACT DISTRESS		
	1978-1980	1978-1980		
		Least Distressed	Moderate Distress	Most Distressed
Public Work!				
Amount	\$1459.0	\$196.7	\$459.8	\$764.4
Percent	29.4%	32.3%	31.7%	27.4%
Housing Rehab & Related Activities				
Amount	\$1346.8	\$167.2	\$403.2	\$753.7
Percent	27.1%	27.5%	27.8%	27.0%
Acquisition/ Demolition				
Amount	\$864.9	63.0	\$192.6	\$581.9
Percent	17.4%	10.4%	13.3%	20.9%
Public Services				
Amount	\$605.8	\$64.3	\$181.0	\$348.8
Percent	12.2%	10.6%	12.5%	12.5%
Public Facilities				
Amount	\$415.6	\$66.9	\$132.8	\$203.4
Percent	8.4%	11.0%	9.2%	7.3%
Open Spaces and Parks				
Amount	\$271.8	\$50.4	\$80.8	\$135.8
Percent	5.5%	8.3%	5.6%	4.9%
Total				
Amount	\$4963.9	\$608.5	\$1450.2	\$2788.0
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	12.6%	29.9%	57.5%

¹Excludes City-wide

TABLE A-II-17
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
ACTIVITY GROUP
AND CENSUS TRACT DISTRESS
(Dollars in Millions)

ACTIVITY GROUP ¹	NATIONAL	TRACT DISTRESS		
	1978	1978		
		Least Distressed	Moderate Distress	Most Distressed
Public Works				
Amount	\$526.3	\$75.0	\$158.3	\$281.7
Percent	31.0%	32.7%	32.1%	30.2%
Housing Rehab & Related Activities				
Amount	\$422.6	\$61.5	\$128.9	\$226.9
Percent	24.9%	26.8%	26.1%	24.3%
Acquisition/ Demolition				
Amount	\$263.9	\$20.8	\$52.9	\$184.7
Percent	15.6%	9.1%	10.7%	19.8%
Public Services				
Amount	\$219.9	\$29.2	\$69.9	\$114.3
Percent	13.0%	12.7%	14.2%	12.2%
Public Facilities				
Amount	\$170.3	\$27.4	\$53.6	\$81.0
Percent	10.0%	11.9%	12.4%	8.7%
Open Spaces and Parks				
Amount	\$92.8	\$15.6	\$30.1	\$45.3
Percent	5.5%	6.8%	6.1%	4.9%
Total				
Amount	\$1695.8	\$229.5	\$493.7	\$933.9
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	13.8%	29.8%	56.4%

¹Excludes City-wide

TABLE A-II-17
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
ACTIVITY GROUP
AND CENSUS-TRACT DISTRESS
(Dollars in Millions)

ACTIVITY GROUP ¹	NATIONAL	TRACT DISTRESS		
	1979	1979	1979	1979
		Least Distressed	Moderate Distress	Most Distressed
Public Works				
Amount	\$463.3	\$65.2	\$152.4	\$234.8
Percent	28.9%	33.5%	31.7%	26.4%
Housing Rehab & Related Activities				
Amount	\$421.4	\$51.0	\$129.2	\$236.4
Percent	26.3%	26.2%	26.9%	26.6%
Acquisition/ Demolition				
Amount	\$316.1	\$23.6	\$77.7	\$201.4
Percent	19.7%	12.1%	16.2%	22.7%
Public Services				
Amount	\$188.1	\$18.3	\$55.4	\$111.8
Percent	11.7%	9.4%	11.5%	12.6%
Public Facilities				
Amount	\$118.0	\$16.8	\$40.1	\$57.3
Percent	7.4%	8.6%	8.3%	6.4%
Open Spaces and Parks				
Amount	\$95.3	\$20.0	\$26.3	\$46.9
Percent	5.9%	10.2%	5.5%	5.3%
Total				
Amount	\$1602.2	\$194.9	\$481.1	\$888.6
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	12.5%	30.7%	56.8%

¹Excludes Citywide

TABLE A-11-17
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
ACTIVITY GROUP
AND CENSUS TRACT DISTRESS
(Dollars in Millions)

ACTIVITY GROUP'	NATIONAL	TRACT DISTRESS		
	1980	1980		
		Least Distressed	Moderate Distress	Most Distressed
Public Works				
Amount	\$469.3	\$56.4	\$149.0	\$247.8
Percent	28.2%	30.7%	31.4%	25.7%
Housing Rehab & Related Activities				
Amount	\$500.7	\$54.8	\$145.1	\$290.3
Percent	30.1%	29.7%	30.6%	30.1%
Acquisition/ Demolition				
Amount	\$284.8	\$18.6	\$61.5	\$195.8
Percent	17.1%	10.1%	13.0%	20.3%
Public Services				
Amount	\$197.8	\$16.8	\$55.7	\$122.7
Percent	11.9%	9.1%	11.4%	12.7%
Public Facilities				
Amount	\$128.3	\$22.7	\$39.1	\$65.2
Percent	7.7%	17.8%	8.2%	6.8%
Open Spaces and Parks				
Amount	\$83.9	\$14.9	\$24.4	\$43.7
Percent	5.0%	8.1%	5.1%	4.5%
Total				
Amount	\$1664.8	\$184.2	\$474.8	\$965.5
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	11.3%	29.2%	59.4%

includes City-wide

TABLE A-11-18
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS
BUDGETED BY ACTIVITY GROUP
AND BENEFIT TO LOW AND MODERATE INCOME CENSUS TRACTS
(Dollars in Millions)

ACTIVITY GROUP ¹	NATIONAL	LOW AND MODERATE INCOME BENEFIT	
	1978-1980	1978-1980	
		Low and Moderate Income Benefit	Non-Low and Moderate Income Benefit
Public Works			
Amount	\$1459.0	\$797.1	\$646.6
Percent	29.4%	26.7%	33.4%
Housing Rehab & Related Activities			
Amount	1346.8	\$813.9	\$525.3
Percent	27.1%	27.3%	27.1%
Acquisition/ Demolition			
Amount	\$864.9	\$608.4	\$248.2
Percent	17.4%	20.4%	12.8%
Public Services			
Amount	\$605.8	\$406.6	\$197.6
Percent	12.2%	13.6%	10.2%
Public Facilities			
Amount	\$415.6	\$223.8	\$184.7
Percent	8.4%	7.5%	9.5%
Open Spaces and Parks			
Amount	\$271.8	\$133.8	\$136.4
Percent	5.5%	4.5%	7.0%
Total			
Amount	\$4963.9	\$2983.6	\$1938.8
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	60.6%	39.4%

¹ Excludes City-wide

TABLE A-II-18

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS
BUDGETED BY ACTIVITY GROUP**

**AND BENEFIT TO LOW AND MODERATE INCOME CENSUS TRACTS
(Dollars in Millions)**

ACTIVITY GROUP ¹	NATIONAL	LOW AND MODERATE INCOME BENEFIT	
	1978	1978	
		Low and Moderate Income Benefit	Non-Low and Moderate Income Benefit
Public Works			
Amount	\$526.3	\$273.9	\$246.2
Percent	31.0%	28.0%	35.0%
Housing Rehab & Related Activities			
Amount	\$422.6	\$247.3	\$175.2
Percent	24.9%	25.3%	24.9%
Acquisition/ Demolition			
Amount	\$263.9	\$184.9	\$77.5
Percent	15.6%	18.9%	11.0%
Public Services			
Amount	\$219.9	\$137.9	\$80.6
Percent	13.0%	14.1%	11.5%
Public Facilities			
Amount	\$170.3	\$89.9	\$75.2
Percent	10.0%	9.2%	10.7%
Open Spaces and Parks			
Amount	\$92.8	\$43.9	\$48.8
Percent	5.5%	4.5%	6.9%
Total			
Amount	\$1695.8	\$977.8	\$703.5
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	58.2%	41.8%

¹ Excludes City-wide

TABLE A-II-18
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS
BUDGETED BY ACTIVITY GROUP
AND BENEFIT TO LOW AND MODERATE INCOME CENSUS TRACTS
(Dollars in Millions)

ACTIVITY GROUP ^a	NATIONAL	LOW AND MODERATE INCOME BENEFIT	
	1979	1979	
		Low and Moderate income Benefit	Non-Low and Moderate income Benefit
Public Works			
Amount	\$463.3	\$255.7	\$204.0
Percent	28.9%	26.1%	33.4%
Housing Rehab & Related Activities			
Amount	\$421.4	\$259.2	\$161.6
Percent	26.3%	26.4%	26.5%
Acquisition/ Demolition			
Amount	\$316.1	\$225.9	\$87.1
Percent	19.7%	23.0%	14.3%
Public Services			
Amount	\$188.8	\$131.7	\$56.3
Percent	11.7%	13.4%	9.2%
Public Facilities			
Amount	\$118.0	\$61.0	\$54.7
Percent	7.4%	6.2%	9.0%
Open Spaces and Parks			
Amount	\$95.3	\$47.0	\$47.3
Percent	5.9%	4.8%	7.7%
Total			
Amount	\$1602.2	\$980.5	\$611.0
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	61.6%	38.4%

^aexcludes City-wide

TABLE A-II-18

ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS

BUDGETED BY ACTIVITY GROUP

AND BENEFIT TO LOW AND MODERATE INCOME CENSUS TRACTS

(Dollars in Millions)

ACTIVITY GROUP ¹	NATIONAL	LOW AND MODERATE INCOME BENEFIT	
	1980	1980	
		Low and Moderate Income Benefit	Non-Low and Moderate Income Benefit
Public Works			
Amount	\$469.3	\$267.5	\$196.4
Percent	28.2%	26.1%	31.5%
Housing Rehab & Related Activities			
Amount	\$500.7	\$307.5	\$188.5
Percent	30.1%	30.0%	30.2%
Acquisition/Related Activities			
Amount	\$284.8	\$197.6	\$83.6
Percent	17.1%	19.3%	13.4%
Public Services			
Amount	\$197.8	\$137.9	\$60.6
Percent	11.9%	13.4%	9.7%
Public Facilities			
Amount	\$128.3	\$72.9	\$54.8
Percent	7.7%	7.1%	8.8%
Open Spaces and Parks			
Amount	\$83.9	\$42.9	\$40.3
Percent	5.0%	4.2%	6.5%
Total			
Amount	\$1664.8	\$1026.3	\$624.2
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	62.2%	37.8%

¹Excludes Citywide

TABLE A-11-19
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS
BUDGETED BY ACTIVITY GROUP
AND CENSUS TRACT PERCENT MINORITY
(Dollars in Millions)

ACTIVITY GROUP ¹	NATIONAL	TRACT PERCENT MINORITY					
	1978-1980	1978-1980					
		0-20%	21-40%	41-60%	61-80%	81 + %	Puerto Rico
Public Works Amount Percent	\$1459.0 29.4%	\$665.1 32.8%	\$142.9 25.1%	\$131.7 28.2%	\$125.9 27.4%	\$313.5 25.5%	\$79.9 38.7%
Housing Rehab & Related Activities Amount Percent	\$1346.8 27.1%	\$580.2 28.6%	\$156.9 27.5%	\$129.1 27.7%	\$133.1 29.0%	\$336.8 27.4%	\$10.7 5.2%
Acquisition/ Demolition Amount Percent	\$864.9 17.4%	\$286.7 14.1%	\$121.5 21.3%	\$88.6 19.0%	\$74.0 16.1%	\$238.8 19.4%	\$55.3 26.8%
Public Services Amount Percent	\$605.8 12.2%	\$202.9 10.0%	\$75.3 13.2%	\$58.2 12.5%	\$61.2 13.3%	\$197.4 16.0%	\$10.8 5.2%
Public Facilities Amount Percent	\$415.6 8.4%	\$171.2 8.4%	\$46.1 8.1%	\$37.5 8.0%	\$41.7 9.1%	\$85.2 6.9%	\$33.9 16.4%
Open Spaces and Parks Amount Percent	\$271.8 5.5%	\$124.0 6.1%	\$27.5 4.8%	\$21.8 4.7%	\$23.4 5.1%	\$59.1 4.8%	\$16.0 7.7%
Total Amount Column Percent Row Percent	\$4963.9 100.0% 100.0%	\$2030.1 100.0% 40.9%	\$570.2 100.0% 11.5%	\$466.9 100.0% 9.4%	\$459.3 100.0% 9.3%	\$1230.8 100.0% 24.8%	\$206.6 100.0% 4.2%

¹ Excludes City-wide

TABLE A-11-19
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS
BUDGETED BY ACTIVITY GROUP
AND CENSUS TRACT PERCENT MINORITY
(Dollars in Millions)

ACTIVITY GROUP ¹	NATIONAL	TRACT PERCENT MINORITY					
	1978	1978					
		0-20%	21-40%	41-60%	61-80%	81 + %	Puerto Rico
Public Works							
Amount	\$526.3	\$248.2	\$51.6	\$42.5	\$42.5	\$116.8	\$24.7
Percent	31.0%	34.1%	27.3%	27.5%	28.8%	28.2%	40.1%
Housing Rehab & Related Activities							
Amount	\$422.6	\$189.5	\$49.6	\$41.4	\$40.6	\$98.6	\$2.9
Percent	24.9%	26.0%	26.2%	26.8%	27.5%	23.8%	4.7%
Acquisition/ Demolition							
Amount	\$263.9	\$93.2	\$30.0	\$27.1	\$25.1	\$76.3	\$12.2
Percent	15.6%	12.8%	15.9%	17.6%	17.0%	18.4%	19.8%
Public Services							
Amount	\$219.9	\$81.9	\$27.9	\$21.6	\$21.3	\$64.6	\$2.6
Percent	13.0%	11.2%	14.8%	14.0%	14.4%	15.6%	4.2%
Public Facilities							
Amount	\$170.3	\$74.3	\$19.2	\$14.3	\$12.3	\$34.2	\$16.0
Percent	10.0%	10.2%	10.2%	9.3%	8.3%	8.3%	26.0%
Open Spaces and Parks							
Amount	\$92.8	\$41.8	\$10.8	\$7.4	\$5.9	\$23.7	\$3.2
Percent	5.5%	5.7%	5.7%	4.8%	4.0%	5.7%	5.2%
Total							
Amount	\$1695.8	\$728.9	\$189.1	\$154.3	\$147.7	\$414.2	\$61.6
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	43.0%	11.2%	9.1%	8.7%	24.4%	3.6%

¹Excludes City-wide

TABLE A-II-19

ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS

BUDGETED BY ACTIVITY GROUP

AND CENSUS TRACT PERCENT MINORITY

(Dollars in Millions)

ACTIVITY GROUP ¹	NATIONAL	TRACT PERCENT MINORITY					
	1979	1979					
		0-20%	21-40%	41-60%	61-80%	81 + %	Puerto Rico
Public Works							
Amount	\$463.3	\$201.1	\$49.9	\$49.1	\$40.3	\$98.0	\$24.9
Percent	28.9%	31.7%	25.2%	31.6%	27.4%	24.5%	36.8%
Housing Rehab & Related Activities							
Amount	\$421.4	\$184.8	\$53.8	\$40.2	\$39.9	\$102.7	\$1.9
Percent	26.3%	29.1%	27.2%	25.9%	27.1%	25.6%	2.8%
Acquisition/ Demolition							
Amount	\$316.1	\$98.5	\$49.6	\$33.9	\$24.1	\$90.1	\$19.9
Percent	19.7%	15.5%	25.1%	21.8%	16.4%	22.5%	29.4%
Public Services							
Amount	\$188.1	\$59.0	\$22.9	\$17.2	\$19.1	\$67.0	\$2.9
Percent	11.7%	9.3%	11.6%	11.1%	13.0%	16.7%	4.3%
Public Facilities							
Amount	\$118.0	\$48.8	\$14.4	\$8.7	\$13.8	\$21.0	\$11.3
Percent	7.4%	7.7%	7.3%	5.6%	9.4%	5.2%	16.7%
Open Spaces and Parks							
Amount	\$95.3	\$43.1	\$7.4	\$6.4	\$10.0	\$21.6	\$6.8
Percent	5.9%	6.8%	3.7%	4.1%	6.8%	5.4%	10.0%
Total							
Amount	\$1602.2	\$635.3	\$198.0	\$155.5	\$147.2	\$400.4	\$67.7
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	39.6%	12.3%	9.7%	9.2%	25.0%	4.2%

¹Excludes Citywide

TABLE A-II-19
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS
BUDGETED BY ACTIVITY GROUP
AND CENSUS TRACT PERCENT 'MINORITY
(Dollars in Millions)

ACTIVITY GROUP'	NATIONAL	TRACT PERCENT MINORITY					
	1980	1980					
		0-20%	21-40%	41-60%	61-80%	81 + %	Puerto Rico
Public Works Amount Percent	5469.3 28.2%	5215.8 32.4%	\$41.5 22.7%	540.1 25.5%	\$43.0 26.2%	\$98.6 23.7%	\$30.3 39.2%
Housing Rehab & Related Activities Amount Percent	\$500.7 30.1%	5205.8 30.9%	\$53.4 29.2%	\$47.5 30.2%	\$52.6 32.0%	\$135.5 32.5%	\$5.9 7.6%
Acquisition/ Demolition Amount Percent	5284.8 17.1%	\$95.1 14.3%	\$41.8 22.8%	\$27.6 17.8%	\$24.8 15.1%	572.3 17.3%	523.2 30.0%
Public Services Amount Percent	5197.8 11.9%	\$62.0 9.3%	\$24.5 13.4%	\$19.4 12.4%	520.8 12.7%	\$65.8 15.8%	55.3 6.9%
Public Facilities Amount Percent	\$128.3 7.7%	548.1 7.2%	\$12.5 6.8%	\$14.4 9.2%	515.6 9.5%	\$31.0 7.4%	\$6.7 8.7%
Open Spaces and Parks Amount Percent	\$83.9 5.0%	539.1 5.9%	\$9.4 5.1%	\$8.1 5.2%	\$7.5 4.6%	\$13.8 3.3%	\$6.0 7.8%
Total Amount Column Percent Row Percent	\$1664.8 100.0% 100.0%	\$665.9 100.0% 40.0%	\$183.1 100.0% 11.0%	\$157.1 100.0% 9.4%	\$164.3 100.0% 9.9%	\$417.0 100.0% 25.1%	\$77.4 100.0% 4.7%

'Excludes Citywide

TABLE A-II-20
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS
BUDGETED BY ACTIVITY GROUP
AND PURPOSE
(Dollars in Millions)

ACTIVITY	NATIONAL	PURPOSE				
	1980	1980				
		Conserve/ Expand Housing Stock	Economic Development	Gen. Public Improve & Services	Neighbor- hood Con- servation	Provision of Social Services
Public Work8						
Amount	\$556.2	\$8.6	\$120.5	\$157.5	\$262.8	\$6.8
Percent	25.6%	0.9%	61.4%	55.9%	51.7%	32%
Housing Rehab & Related Activities						
Amount	\$717.5	\$661.3	\$22.1	\$7.1	\$15.8	\$11.2
Percent	33.1%	68.4%	11.3%	2.5%	3.1%	5.2%
Acquisition/ Demolition						
Amount	\$356.0	\$156.1	\$48.6	\$67.9	\$77.0	\$6.4
Percent	16.4%	16.1%	24.8%	24.1%	15.1%	3.0%
Public Services						
Amount	\$220.0	\$24.2	53.5	\$7.9	\$37.7	\$146.7
Percent	10.1%	2.5%	1.8%	2.8%	7.4%	68.0%
Public Facilities						
Amount	5147.2	\$31.4	\$1.3	\$14.8	557.5	\$42.2
Percent	6.8%	3.2%	0.7%	5.3%	11.3%	19.6%
Open Spaces and Parks						
Amount	\$87.0	\$85.0	\$0.3	\$26.5	557.8	\$2.3
Percent	4.2%	8.8%	0.2%	9.4%	11.4%	1.1%
Total						
Amount	\$2068.2	\$966.6	\$196.3	\$281.7	\$508.6	\$215.6
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	44.8%	9.1%	13.0%	23.5%	9.9%

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TABLE A-II-21

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO BENEFIT
LOW AND MODERATE INCOME CENSUS TRACTS**

BY YEAR'
(Dollars in Millions)

BENEFIT TYPE'	CUMULATIVE	YEAR		
	1978-80	1978	1979	1980
Low and Moderate Income Amount Percent	\$2983.7 60.6%	\$977.8 58.2%	\$980.4 61.6%	\$1025.5 62.2%
Non-Low and Moderate Income Amount Percent	\$1938.7 39.4%	\$703.4 41.8%	\$611.1 38.4%	\$624.2 37.8%
Total Amount Column Percent Row Percent	\$4922.4 100.0% 100.0%	\$1681.2 100.0% 34.2%	\$1591.5 100.0% 32.3%	\$1649.7 100.0% 33.5%

'In this and in subsequent tables, row figures may not total to national figures due to rounding or exclusion of missing data

²Excludes city-wide on thir and all Income Benefit tables.

TABLE A-II-22

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
BENEFIT LOW AND MODERATE INCOME CENSUS TRACTS**

**BY CENSUS REGION
(Dollars in Millions)**

BENEFIT TYPE	NATIONAL	CENSUS REGION				
	1978-80	1978-80				
		North East	North Central	South	West	Puerto Rico
Low and Moderate Income						
Amount	\$2983.7	\$730.7	\$894.0	\$804.0	\$462.7	\$92.3
Percent	60.0%	52.7%	61.1%	69.8%	82.1%	52.4%
Non-Low and Moderate Income						
Amount	\$1933.7	\$657.0	\$568.2	\$347.8	\$282.0	\$83.7
Percent	39.4%	47.3%	38.9%	30.2%	37.9%	47.6%
Total						
Amount	\$4922.4	\$1387.7	\$1462.2	\$1151.8	\$744.7	\$176.0
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	28.2%	29.7%	23.4%	15.1%	3.6%
	1978	1978				
Low and Moderate Income						
Amount	\$977.8	\$254.1	\$259.5	\$277.4	\$162.4	\$24.3
Percent	58.2%	48.9%	58.3%	67.6%	63.2%	49.9%
Non-Low and Moderate Income						
Amount	\$703.4	\$265.9	\$185.6	\$132.9	\$94.5	\$24.4
Percent	41.8%	51.1%	41.7%	32.4%	36.8%	50.1%
Total						
Amount	\$1681.2	\$520.0	\$445.1	\$410.3	\$256.9	\$48.7
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	30.9%	26.5%	24.4%	15.3%	2.9%

TABLE A-1122

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
BENEFIT LOW AND MODERATE INCOME CENSUS TRACTS**

**BY CENSUS REGION
(Dollars in Millions)**

BENEFIT TYPE	NATIONAL	CENSUS REGION				
	1979	1979				
		North East	North Central	South	West	Puerto Rico
Low and Moderate Income						
Amount	\$980.4	\$232.1	\$274.8	\$289.7	\$152.3	\$31.5
Percent	61.6%	54.7%	60.3%	71.1%	62.3%	52.5%
Non-Low and Moderate Income						
Amount	\$611.1	\$191.9	\$180.7	\$118.0	\$92.0	28.5
Percent	38.4%	45.2%	39.7%	28.9%	37.7%	47.5%
Total						
Amount	\$1591.5	\$424.1	\$455.5	\$407.7	\$244.3	\$60.0
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	26.6%	28.6%	25.6%	15.3%	3.8%
	1980	1980				
Low and Moderate Income						
Amount	\$1025.5	\$244.5	\$359.7	\$236.8	\$148.0	\$36.6
Percent	62.2%	55.1%	64.0%	71.0%	60.8%	54.2%
Non-Low and Moderate Income						
Amount	\$624.2	\$199.1	\$201.9	\$96.9	\$95.3	\$30.9
Percent	37.8%	44.9%	36.0%	29.0%	39.2%	45.8%
Total						
Amount	\$1649.7	\$443.6	\$561.6	\$333.7	\$243.3	\$67.5
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	26.9%	34.0%	20.2%	14.7%	4.1%

TABLE A-II-23
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
BENEFIT LOW AND MODERATE INCOME CENSUS TRACTS
BY CITY TYPE
(Dollars in Millions)

BENEFIT TYPE	NATIONAL	CITY TYPE	
	1978-80	1978-80	
		Central	Suburban
Low and Moderate Income			
Amount	\$2983.7	\$2832.1	\$151.6
Percent	60.6%	64.3%	29.1%
Non-Low and Moderate Income			
Amount	\$1938.7	\$1569.8	\$368.9
Percent	39.4%	35.7%	70.9%
Total			
Amount	\$4922.4	\$4401.9	\$520.5
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	89.4%	10.6%
	1978	1978	
Low and Moderate Income			
Amount	\$977.8	\$923.4	\$54.4
Percent	58.1%	61.3%	31.2%
Non-Low and Moderate Income			
Amount	\$703.4	\$583.5	\$119.9
Percent	41.8%	38.7%	68.8%
Total			
Amount	\$1681.2	\$1506.9	\$174.3
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	89.6%	10.4%

TABLE A-II-23
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
BENEFIT LOW AND MODERATE INCOME CENSUS TRACTS

BY CITY TYPE
(Dollars in Millions)

BENEFIT TYPE	NATIONAL	CITY TYPE	
	1979	1979	
		Central	Suburban
Low and Moderate Income			
Amount	\$980.3	\$932.5	\$47.8
Percent	61.6%	65.6%	28.0%
Non-Low and Moderate Income			
Amount	\$611.1	\$488.3	\$122.8
Percent	38.4%	34.4%	72.0%
Total			
Amount	\$1591.4	\$1420.8	\$170.6
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	89.3%	10.7%
	1980	1980	
Low and Moderate Income			
Amount	\$1025.5	\$976.2	\$49.3
Percent	62.2%	66.2%	28.9%
Non-Low and Moderate Income			
Amount	\$624.2	\$498.0	\$126.2
Percent	37.9%	33.7%	71.9%
Total			
Amount	\$1649.7	\$1474.2	\$175.5
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	89.4%	10.6%

TABLE A-11-24

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
BENEFIT LOW AND MODERATE INCOME CENSUS TRACTS**

**BY CITY DISTRESS
(Dollars in Millions)**

BENEFIT TYPE	NATIONAL	CITY DISTRESS		
	1978-80	1978-80	1978-80	1978-80
Low and Moderate Income		Least Distressed	Moderate Distress	Most Distressed
Amount	\$2983.7	\$540.4	\$561.1	\$1882.2
Percent	60.6%	51.1%	57.5%	65.2%
Non-Low and Moderate Income				
Amount	\$1938.7	\$516.7	\$415.3	\$1006.7
Percent	39.4%	48.9%	42.5%	34.9%
Total				
Amount	\$4922.4	\$1057.1	\$976.4	\$2888.9
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	21.5%	19.8%	58.7%
	1978		1978	
Low and Moderate Income				
Amount	\$977.8	\$182.3	\$184.0	\$611.5
Percent	58.2%	50.6%	55.7%	61.7%
Non-Low and Moderate Income				
Amount	\$703.4	\$177.7	\$146.2	\$379.5
Percent	41.8%	49.4%	44.3%	38.3%
Total				
Amount	\$1681.2	\$360.0	\$330.2	\$991.0
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	21.4%	19.6%	58.9%

TABLE A-11-24

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
BENEFIT LOW AND MODERATE INCOME CENSUS TAACS**

**BY CITY DISTRESS
(Dollars in Millions)**

BENEFIT TYPE	NATIONAL	CITY DISTRESS		
	1979	1979	1979	1979
Low and Moderate Income		Least Distressed	Moderate Distress	Most Distressed
Amount	\$980.4	\$185.5	\$180.1	\$614.8
Percent	61.6%	52.6%	57.2%	66.5%
Non-Low and Moderate Income				
Amount	\$611.1	\$167.1	\$134.6	\$309.5
Percent	38.4%	47.4%	42.8%	33.5%
Total				
Amount	\$1591.5	\$352.6	\$314.7	\$924.3
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	22.2%	19.8%	58.1%
	1980	1980		
Low and Moderate Income				
Amount	\$1025.5	\$172.6	\$197.0	\$655.9
Percent	62.2%	50.1%	59.4%	67.4%
Non-Low and Moderate Income				
Amount	\$624.2	\$171.9	\$134.5	\$317.8
Percent	37.8%	49.9%	40.6%	32.6%
Total				
Amount	\$1649.7	\$344.5	\$331.5	\$973.7
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	20.9%	20.1%	59.0%

TABLE A-11-25

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
BENEFIT LOW AND MODERATE INCOME CENSUS TRACTS**

BY GRANT SIZE
(Dollars in Millions)

BENEFIT TYPE	NATIONAL	GRANT SIZE					
	1978-80	1978-80					
		To \$1,000,000	\$1,000,000- \$1,999,999	\$2,000,000- \$3,999,999	\$4,000,000- \$9,999,999	\$10,000,000+	
Low and Moderate Income							
Amount	\$2983.6	\$24.8	\$223.7	\$505.7	\$557.4	\$1672.0	
Percent	60.6%	13.6%	43.3%	57.8%	64.7%	67.2%	
Non-Low and Moderate Income							
Amount	\$1938.7	\$157.0	\$293.0	\$369.5	\$304.7	\$814.6	
Percent	39.4%	86.4%	56.7%	42.2%	35.3%	32.8%	
Total							
Amount	\$4922.4	\$181.8	\$516.7	\$875.2	\$862.1	\$2486.6	
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	
Row Percent	100.0%	3.7%	11.7%	17.8%	17.5%	50.5%	
	1978	1978					
Low and Moderate Income							
Amount	\$5977.8	\$13.3	\$73.1	\$128.8	\$215.7	\$546.9	
Percent	58.2%	19.8%	39.2%	60.2%	60.5%	63.8%	
Non-Low and Moderate Income							
Amount	\$703.4	\$54.0	\$113.4	\$85.2	\$141.0	\$309.8	
Percent	41.8%	80.2%	60.8%	39.8%	39.5%	36.2%	
Total							
Amount	\$1681.2	\$67.3	\$186.5	\$214.0	\$356.7	\$856.7	
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	
Row Percent	100.0%	27.8%	11.1%	12.7%	21.2%	51.0%	

TABLE A-11-25

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
BENEFIT LOW AND MODERATE INCOME CENSUS TRACTS**

**BY GRANT SIZE
(Dollars in Millions)**

BENEFIT TYPE	NATIONAL	GRANT SIZE				
	1979	1979				
		To \$1,000,000	\$1,000,000- \$1,999,999	\$2,000,000- \$3,999,999	\$4,000,000- \$9,999,999	\$10,000,080
Low and Moderate Income						
Amount	\$980.4	\$10.4	\$64.3	\$152.3	\$224.6	\$528.7
Percent	61.6%	16.0%	42.5%	57.7%	65.7 %	68.7%
Non-Low and Moderate Income						
Amount	\$611.1	\$54.6	\$87.1	\$111.5	\$117.2	\$240.7
Percent	38.4%	84.0%	57.5%	42.3%	34.3%	31.3%
Total						
Amount	\$1591.5	\$65.0	\$151.4	\$263.8	341.8	\$769.4
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	4.1 %	9.5%	16.6%	21.5%	48.3%
	1980					
		To \$1,000,000	\$1,000,000 \$1,999,999	\$2,000,000 53,999,999	\$4,000,000 \$9,999,999	10,000,000 +
Low and Moderate income						
Amount	\$1025.5	\$17.2	\$81.0	\$163.0	\$179.4	\$585.0
Percent	62.2%	19.3%	47.7%	55.4%	71.3%	69.2%
Non-Low and Moderate Income						
Amount	\$624.2	\$71.8	\$88.9	\$131.4	\$72.1	\$260.0
Percent	37.8%	80.7%	52.3%	44.6%	28.7%	30.8%
Total						
Amount	\$1649.7	\$89.0	\$169.9	\$294.4	\$251.5	\$045.0
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	5.4%	10.3%	17.8%	15.2%	51.2%

TABLE A-II-26

ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO BENEFIT LOW AND MODERATE INCOME CENSUS TRACTS

BY CITY SIZE
(Dollars in Millions)

BENEFIT TYPE	NATIONAL	CITY SIZE				
	1978-80	1978-80				
		To 100,000	100,000 249,999	250,000 499,999	500,000 999,999	1,000,000 +
Low and Moderate Income						
Amount	\$2983.7	\$565.7	\$568.1	\$522.0	\$590.2	\$737.7
Percent	60.6%	44.0%	59.6%	73.4%	72.6%	63.6%
Non-Low and Moderate Income						
Amount	\$1938.7	\$719.2	\$384.9	\$189.2	\$222.8	\$422.6
Percent	39.4%	56.0%	40.4%	26.4%	27.4%	36.4%
Total						
Amount	\$4922.4	\$1284.9	\$953.0	\$711.2	\$813.0	\$1160.3
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	26.1%	19.3%	14.5%	16.5%	23.6%
	1978			1978		
Low and Moderate Income						
Amount	\$977.8	\$178.2	\$190.0	\$178.6	\$199.5	\$231.4
Percent	58.2%	39.4%	59.2%	72.1%	71.7%	56.0%
Non-Low and Moderate Income						
Amount	\$703.4	\$247.0	\$127.1	\$68.9	\$78.6	\$181.9
Percent	41.8%	54.6%	40.0%	27.8%	28.3%	44.0%
Total						
Amount	\$1681.2	\$452.2	\$317.1	\$247.5	\$298.1	\$413.3
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	26.9%	18.8%	14.7%	16.5%	24.6%

TABLE A-II-26

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
LOW AND MODERATE INCOME CENSUS TRACTS**

**BY CITY SIZE
(Dollars in Millions)**

BENEFIT TYPE	NATIONAL	CITY SIZE				
	1979	1979				
		To 100,000	100,000 249,999	250,000 499,999	500,000 999,999	1,000,000 +
Low and Moderate Income						
Amount	\$980.4	\$195.5	\$191.7	\$166.9	\$208.4	\$217.8
Percent	61.6%	46.2%	58.4%	70.9%	74.7%	67.0%
Non-Low and Moderate Income						
Amount	\$611.1	\$227.6	\$136.8	\$68.6	\$70.7	\$107.4
Percent	38.4%	53.8%	41.6%	29.1%	25.3%	33.0%
Total						
Amount	\$1591.5	\$423.1	\$328.5	\$235.5	\$279.1	\$325.2
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	26.6%	20.6%	14.8%	17.5%	20.4%
	1980	1980				
Low and Moderate Income						
Amount	\$1025.5	\$191.9	\$186.4	\$176.5	\$182.3	\$288.4
Percent	62.2%	44.0%	60.6%	77.3%	71.3%	68.4%
Non-Low and Moderate Income						
Amount	\$624.2	\$244.6	\$121.0	\$51.7	\$73.5	\$133.3
Percent	37.8%	56.0%	39.4%	22.7%	28.7%	31.6%
Total						
Amount	\$1649.7	\$436.5	\$307.4	\$228.2	\$255.8	\$421.7
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	26.5%	18.6%	13.8%	15.5%	25.6%

TABLE A-II-27

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
BENEFIT LOW AND MODERATE INCOME CENSUS TRACTS**

**BY CITY POPULATION GROWTH
(Dollars in Millions)**

BENEFIT TYPE	NATIONAL	CITY POPULATION GROWTH		
	1978-1980	1978-1980	1978-1980	1978-1980
		Decreasing	Stable	Increasing
Low and Moderate Income				
Amount	\$2983.7	\$1717.3	\$607.9	\$658.4
Percent	60.6%	63.4%	58.6%	56.0%
Non-Low and Moderate Income				
Amount	\$1938.7	\$992.6	\$429.3	\$516.9
Percent	39.4%	36.6%	41.4%	44.0%
Total				
Amount	\$4922.4	\$2709.9	\$1037.2	\$1175.3
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	55.1%	21.1%	23.9%
	1978		1978	
Low and Moderate Income				
Amount	\$977.8	\$551.4	\$217.8	\$208.7
Percent	58.2%	59.5%	59.5%	55.1%
Non-Low and Moderate Income				
Amount	\$703.4	\$376.1	\$148.5	\$178.9
Percent	41.8%	40.6%	40.4%	46.2%
Total				
Amount	\$1681.2	\$927.5	\$366.3	\$387.6
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	55.2%	21.8%	23.1%

TABLE A-II-27

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
BENEFIT LOW AND MODERATE INCOME CENSUS TRACTS**

**BY CITY POPULATION GROWTH
(Dollars in Millions)**

BENEFIT	NATIONAL	CITY POPULATION GROWTH		
	1979	Decreasing	Stable	Increasing
Low and Moderate Income				
Amount	\$980.4	\$551.1	\$202.1	\$227.3
Percent	61.6%	64.5%	58.8%	57.8%
Non-Low and Moderate Income				
Amount	\$611.1	\$303.7	\$141.4	\$166.0
Percent	38.4%	35.5%	41.2%	42.2%
Total				
Amount	\$1591.5	\$854.8	\$343.5	\$393.3
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	53.7%	21.6%	24.7%
	1980			
Low and Moderate Income				
Amount	\$1025.5	\$614.9	\$188.1	\$222.5
Percent	62.2%	66.3%	57.4%	56.4%
Non-Low and Moderate Income				
Amount	\$624.2	\$312.7	\$139.4	\$172.0
Percent	37.8%	33.7%	42.6%	43.6%
Total				
Amount	\$1649.7	\$927.6	\$327.5	\$394.5
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	56.2%	19.9%	23.9%

TABLE A-II-28
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
BENEFIT LOW AND MODERATE INCOME CENSUS TRACTS

BY CITY PERCENT MINORITY
(Dollars in Millions)

BENEFIT TYPE	NATIONAL	CITY PERCENT MINORITY				
	1978-80	0-20%	21-40%	41-60%	61 + %	Puerto Rico
Low and Moderate Income						
Amount	\$2983.7	\$1016.2	\$1390.5	\$387.7	\$95.3	\$92.3
Percent	60.0%	51.6%	66.2%	72.5%	80.2%	52.4%
Non-Low and Moderate Income						
Amount	\$1938.7	\$954.7	\$709.5	\$147.2	\$23.6	\$83.7
Percent	39.4%	48.4%	37.8%	27.5%	19.9%	47.6%
Total						
Amount	\$4922.4	\$1970.9	\$2100.0	\$534.9	\$118.9	\$176.0
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	40.2%	42.9%	10.9%	2.4%	3.6%
	1978					
Low and Moderate Income						
Amount	\$977.8	\$329.6	\$454.8	\$134.1	\$34.6	\$24.3
Percent	58.2%	49.7%	62.1%	71.7%	81.6%	49.9%
Non-Low and Moderate Income						
Amount	\$703.4	\$333.7	\$277.7	\$53.0	\$7.8	\$24.4
Percent	41.8%	50.3%	37.9%	28.3%	18.4%	50.1%
Total						
Amount	\$1681.2	\$663.3	\$732.3	\$187.1	\$42.4	\$48.7
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	39.6%	43.8%	11.2%	2.5%	2.9%

TABLE A-II-28
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
BENEFIT LOW AND MODERATE INCOME CENSUS TRACTS
BY CITY PERCENT MINORITY
(Dollars in Millions)

BENEFIT TYPE	NATIONAL	CITY PERCENT MINORITY				
	1979	1979				
Low and Moderate Income		0-20%	21-40%	41-60%	61 + %	Puerto Rico
Amount	\$980.4	\$335.1	\$441.0	\$133.6	\$38.9	\$31.5
Percent	61.6%	52.5%	67.9%	70.7%	80.7%	52.5%
Non-Low and Moderate Income						
Amount	\$611.1	\$303.7	\$208.2	\$55.3	\$9.3	\$28.5
Percent	38.4%	47.5%	32.1%	29.3%	19.3%	47.5%
Total						
Amount	\$1591.5	\$638.8	\$649.2	\$188.9	\$48.2	\$60.0
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	40.3%	41.0%	11.9%	3.0%	3.8%
	1980	1980				
Low and Moderate Income						
Amount	\$1025.5	\$351.6	\$495.0	\$120.0	\$21.7	\$36.6
Percent	62.2%	52.6%	68.9%	75.5%	77.0%	54.2%
Non-Low and Moderate Income						
Amount	\$624.2	\$317.3	\$223.7	\$38.9	\$6.5	\$30.9
Percent	37.8%	47.4%	31.1%	24.5%	23.0%	45.8%
Total						
Amount	\$1649.7	\$668.9	\$718.7	\$158.9	\$28.2	\$67.5
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	40.7%	43.8%	9.7%	1.7%	4.1%

TABLE A-11-29

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
BENEFIT LOW AND MODERATE INCOME CENSUS TRACTS**

BY PURPOSE
(Dollars in Millions)

BENEFIT TYPE	NATIONAL	PURPOSE				
	1980			1980		
		Conserve/ Expand Housing Stock	Neighbor. hood Con- servation	Gen. Public Improve- ments & Services	Provision of Social Services	Economic Development
Low and Moderate Income						
Amount	\$1025.5	\$383.7	\$273.1	\$113.7	\$126.9	\$90.4
Percent	62.2%	61.6%	55.4%	56.6%	65.4%	66.1%
Non-Low and Moderate Income						
Amount	\$624.2	\$239.3	\$220.1	\$87.1	\$67.1	\$46.3
Percent	37.8%	34.4%	44.6%	44.4%	36.4%	33.9%
Total						
Amount	\$1649.7	\$623.0	\$493.2	\$200.8	\$194.0	\$136.7
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent		37.8%	29.9%	12.2%	11.6%	8.3%

TABLE A-11-30

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
BENEFIT LOW AND MODERATE INCOME CENSUS TRACTS**

**BY ACTIVITY GROUP
(Dollars in Millions)**

BENEFIT TYPE	NATIONAL	ACTIVITY GROUP					
	1978-1980	1978-1980					
		Public Works	Housing Rehab & Related Activities	Acquisition/ Demolition	Public Services	Public Facilities	Open Spaces and Parks
Low and Moderate Income							
Amount	\$2983.7	\$797.1	\$813.9	\$608.4	\$406.6	\$223.8	\$133.8
Percent	60.6%	55.2%	60.7%	68.1%	67.3%	54.8%	49.5%
Non-Low and Moderate Income							
Amount	\$1938.7	\$646.6	\$525.3	\$284.2	\$197.6	\$184.7	\$136.4
Percent	39.4%	44.8%	39.3%	31.9%	32.7%	45.2%	50.5%
Total							
Amount	\$4322.4	\$1443.7	\$1339.2	\$892.6	\$604.2	\$408.5	\$270.2
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	29.3%	27.2%	18.1%	12.2%	8.3%	5.5%

TABLE A-11-30
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
BENEFIT LOW AND MODERATE INCOME CENSUS TRACTS
BY ACTIVITY GROUP
(Dollars in Millions)

BENEFIT TYPE	NATIONAL	ACTIVITY GROUP					
	1978	1978					
		Public Works	Housing Rehab & Related Activities	Acquisition Demolition	Public Services	Public Facilities	Open Spaces and Parks
Low and Moderate Income							
Amount	\$977.8	\$273.9	\$247.3	\$184.9	\$137.9	\$89.9	\$43.9
Percent	58.2%	52.7%	58.5%	70.5%	63.0%	54.5%	48.0%
Non-Low and Moderate Income							
Amount	\$703.4	\$246.2	\$175.2	\$77.5	\$80.6	\$75.2	\$48.8
Percent	41.8%	47.3%	41.5%	29.5%	37.0%	45.5%	52.0%
Total							
Amount	\$1681.2	\$520.1	\$422.5	\$262.4	\$218.5	\$165.1	\$92.7
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	30.9%	25.1%	15.6%	13.0%	9.8%	5.5%

TABLE A-II-30
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
BENEFIT LOW AND MODERATE INCOME CENSUS TRACTS
BY ACTIVITY GROUP
(Dollars in Millions)

BENEFIT TYPE	NATIONAL	ACTIVITY GROUP					
	1979	1979					
		Public Works	Housing Rehab & Related Activities	Acquisition/ Demolition	Public Services	Public Facilities	Open Spaces and Parks
Low and Moderate Income							
Amount	\$980.4	\$255.7	\$259.2	\$225.9	\$131.7	\$61.0	\$47.0
Percent	61.6%	55.6%	61.6%	72.2%	70.0%	52.7%	49.8%
Non-Low and Moderate Income							
Amount	\$811.1	\$204.0	\$161.6	\$87.1	\$56.3	\$54.7	\$47.3
Percent	38.4%	44.4%	30.4%	27.8%	30.0%	47.3%	50.2%
Total							
Amount	\$1591.5	\$459.77	\$420.8	\$313.0	\$188.0	\$115.7	\$94.3
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	28.9%	26.4%	19.7%	11.8%	7.3%	5.9%

TABLE A-11-30

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
BENEFIT LOW AND MODERATE INCOME CENSUS TRACTS**

**BY ACTIVITY GROUP
(Dollars in Millions)**

BENEFIT TYPE	NATIONAL	ACTIVITY GROUP					
	1980	1980					
		Public Works	Housing Rehab & Related Activities	Acquisition/ Demolition	Public Services	Public Facilities	Open Spaces and Parks
Low and Moderate Income							
Amount	\$1025.5	\$267.5	\$307.5	\$197.6	\$137.9	\$72.9	\$42.9
Percent	62.2%	56.7%	62.0%	70.3%	69.5%	57.1%	51.6%
Non-Low and Moderate Income							
Amount	\$624.2	\$196.4	\$188.5	\$83.6	\$60.6	\$54.8	\$40.3
Percent	37.8%	42.3%	38.0%	30.0%	30.5%	42.9%	48.4%
Total							
Amount	\$1649.7	\$463.9	\$496.0	\$281.2	\$198.5	\$127.7	\$83.2
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	28.0%	30.0%	17.0%	12.0%	7.7%	5.0%

TABLE A-II-31
CDBG PROGRAM FUNDS BUDGETED BY BUDGET LINES AND YEAR
(Dollars in Millions)

BUDGET LINES	YEAR		
	1979	1980	Cumulative
Acquisition			
Amount	\$177.6	\$164.0	\$341.6
Percent	9.0%	7.8%	8.4%
Disposition			
Amount	\$7.8	\$9.3	\$17.0
Percent	0.4%	0.4%	0.4%
Senior Centers			
Amount	\$15.1	\$17.6	\$32.7
Percent	0.8%	0.8%	0.8%
Parks, Playgrounds			
Amount	\$97.5	\$87.0	\$184.5
Percent	4.9%	4.2%	4.5%
Handicapped Centers			
Amount	\$6.8	\$9.8	\$16.6
Percent	0.3%	0.5%	0.4%
Neighborhood Facilities			
Amount	\$70.5	\$77.5	\$147.9
Percent	3.6%	3.7%	3.6%
Solid Waste Disposal			
Amount	\$2.2	\$1.5	\$3.7
Percent	0.1%	0.1%	0.1%
Fire Protection Facility			
Amount	\$11.3	\$11.4	\$22.7
Percent	0.6%	0.6%	0.6%

TABLE A-II-31 (continued)
CDBG PROGRAM FUNDS BUDGETED BY BUDGET LINES AND YEAR
(Dollars in Millions)

BUDGET LINES	YEAR		
	1979	1980	Cumulative
Clearance Activities			
Amount	\$64.0	\$65.5	\$129.5
Percent	3.2%	3.1%	3.2%
Public Services			
Amount	\$187.3	\$190.0	\$377.3
Percent	9.5%	0.1%	9.3%
Interim Assistance			
Amount	\$25.1	\$29.9	\$55.0
Percent	1.3%	1.4%	1.4%
Comp. Urban Renewal			
Amount	\$38.2	\$34.1	\$72.3
Percent	1.9%	1.6%	1.8%
Relocation			
Amount	\$73.0	\$67.3	\$140.3
Percent	3.7%	3.2%	3.4%
Loss of Rental Income			
Amount	\$0.5	\$2.9	\$3.4
Percent	*	0.1%	0.1%
Asst. Private Utilities			
Amount	\$0.4	\$0.4	\$0.8
Percent	*	*	*
Rehab. Pub. Res. Structures			
Amount	\$132.5	\$89.9	\$222.4
Percent	6.7%	4.3%	5.5%

TABLE A-II-31 (continued)
CDBG PROGRAM FUNDS BUDGETED BY BUDGET LINES AND YEAR
(Dollars in Millions)

BUDGET LINES	YEAR		
	1979	1980	Cumulative
Parking Facilities			
Amount	\$10.3	\$21.6	\$32.0
Percent	0.5%	1.0%	0.8%
Public Utilities			
Amount	\$7.6	\$5.8	\$13.4
Percent	0.4%	0.3%	0.3%
Street Improvements			
Amount	\$259.9	\$289.8	\$549.6
Percent	13.1%	13.8%	13.5%
Water & Sewer Facilities			
Amount	\$68.7	\$73.5	\$142.3
Percent	3.5%	3.5%	3.5%
Foundations/Air Sites			
Amount	\$0.1	\$0.2	\$0.2
Percent	.	.	
Pedestrian Malls			
Amount	\$12.8	\$12.5	\$25.3
Percent	0.7%	0.6%	0.6%
Flood & Drainage			
Amount	\$35.4	\$22.7	\$58.1
Percent	1.8%	1.1%	1.4%
Pub. Fac. & Improvements			
Amount	\$26.7	55.3	\$32.1
Percent	1.4%	0.3%	0.8%

TABLE A-II-31 (continued)
CDBG PROGRAM FUNDS BUDGETED BY BUDGET LINES AND YEAR
(Dollars in Millions)

BUDGET LINES	YEAR		
	1979	1980	Cumulative
Pub. Hous. Modernization			
Amount	\$29.6	\$30.8	\$60.5
Percent	1.5%	1.5%	1.5%
Rehab: Priv. Properties			
Amount	\$453.7	\$578.8	\$1,032.5
Percent	22.9%	27.6%	25.3%
Code Enforcement			
Amount	\$53.2	\$50.2	\$103.4
Percent	2.7%	2.4%	2.5%
Historic Pres.			
Amount	\$13.9	\$14.3	\$28.2
Percent	0.7%	0.7%	0.7%
Acquisition: ED			
Amount	\$11.5	\$11.6	\$23.1
Percent	0.6%	0.6%	0.6%
Pub. Fac. 6 Imp: ED			
Amount	\$21.1	\$20.2	\$41.3
Percent	1.1%	1.0%	1.0%
Comm. Indus. Facility			
Amount	\$17.2	\$18.4	\$35.7
Percent	0.9%	0.9%	0.9%
Loc. Dev. Corp.			
Amount	\$38.1	\$69.3	\$107.4
Percent	1.9%	3.3%	2.6%
TOTAL			
Amount	\$1,969.6	\$2,083.1	\$4,052.7
Percent	99.7%	99.5%	99.5%
Row Percent	48.6%	51.4%	100.0%

A-111: CDBG PROGRAM ACCOMPLISHMENTS

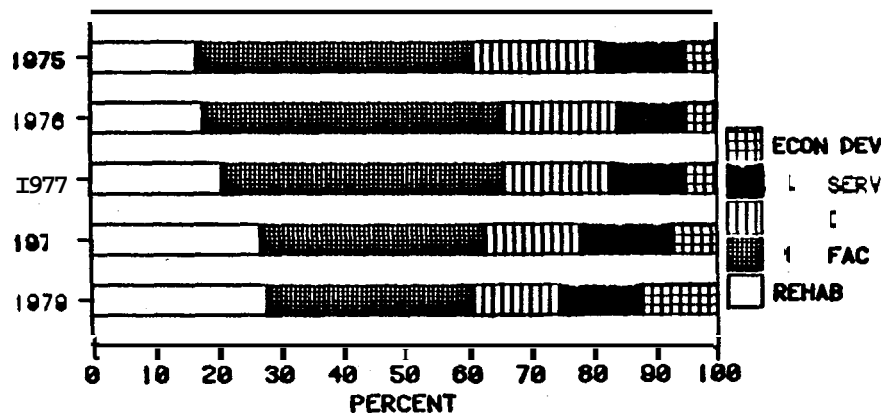
The data contained in this section detail the concrete results that have been generated from CDBG funding in entitlement jurisdictions. This information is discussed in Chapter 4 of the report. The tables are organized by activity accomplishment groups in the following order: Rehabilitation (III-1 and III-2); Public Improvements (III-3 through III-10); Acquisition and Clearance (III-11 through III-14); Public Services (III-15 and III-17); and Economic Development (III-18 and III-19). For each activity group the tables give national accomplishments and the accomplishments of communities with similar characteristics such as grant type, city size, census region, and community distress. Data are drawn from the 1980 CDBG Accomplishments Survey of Entitlement Communities.

Variable Definition:

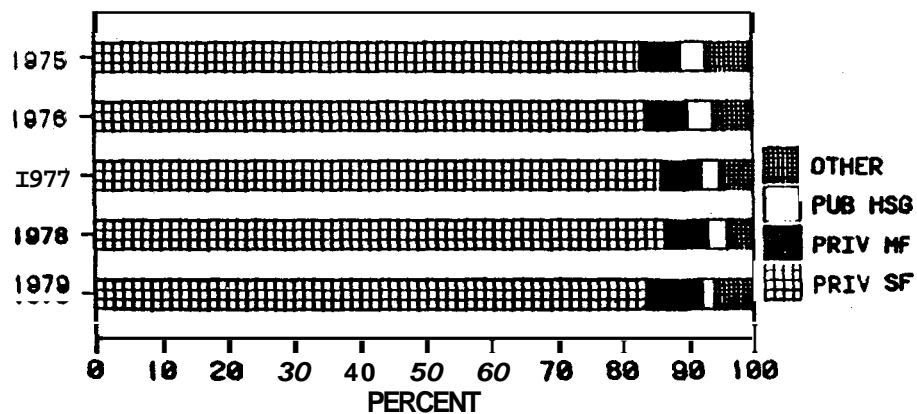
Grant Type - This refers to the types of entitlement grants received by local jurisdictions and is divided into three categories:

- Entitlement Cities
- Urban Counties
- Hold Harmless Communities

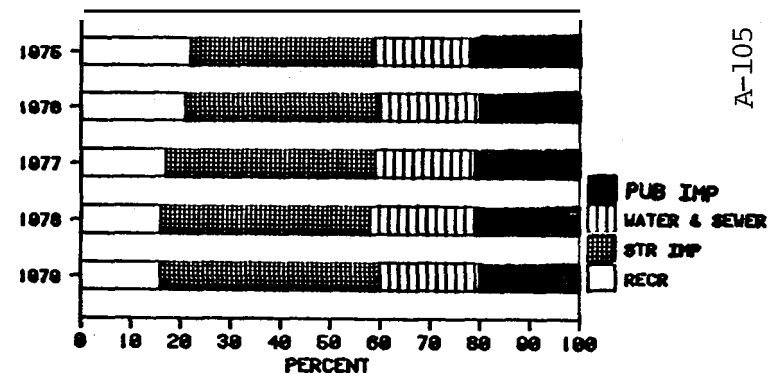
SPENDING FOR MAJOR COMMUNITY DEVELOPMENT
ACTIVITY GROUPS BY PROGRAM YEARS, 1975-1979



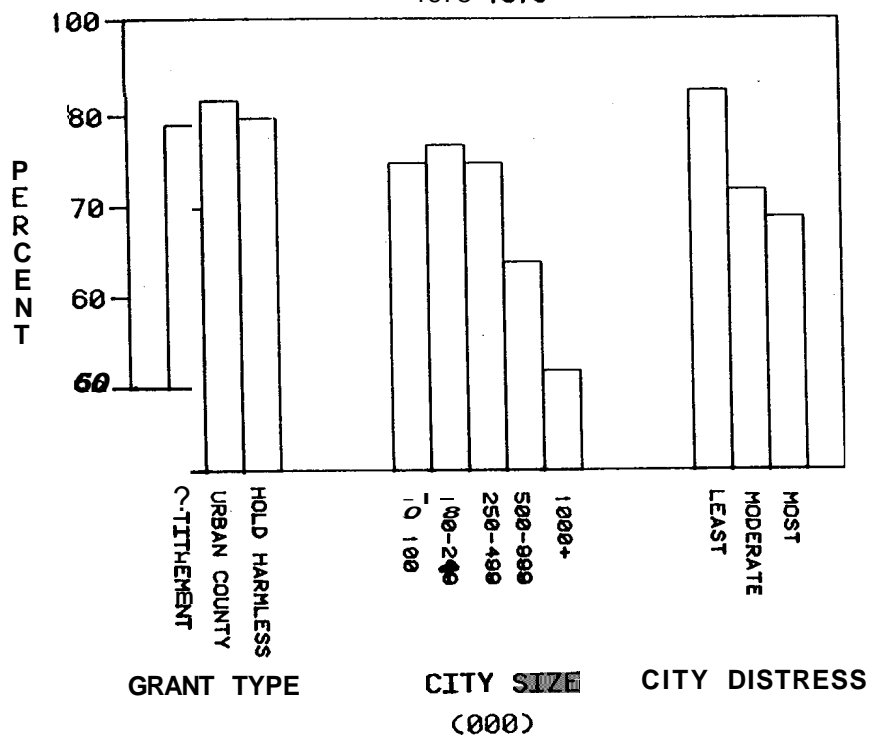
CDBG EXPENDITURES FOR REHABILITATION ACTIVITIES
BY PROGRAM YEARS, 1975-1979



CDBG EXPENDITURES FOR PUBLIC IMPROVEMENT
ACTIVITIES BY PROGRAM YEAR, 1975-1979



REHABILITATION OF PRIVATE SINGLE-FAMILY UNITS
PERCENT OF ALL REHABILITATED UNITS
1975-1979



REHABILITATION OF PUBLIC HOUSING
PERCENT OF ALL REHABILITATED UNITS
1975-1979

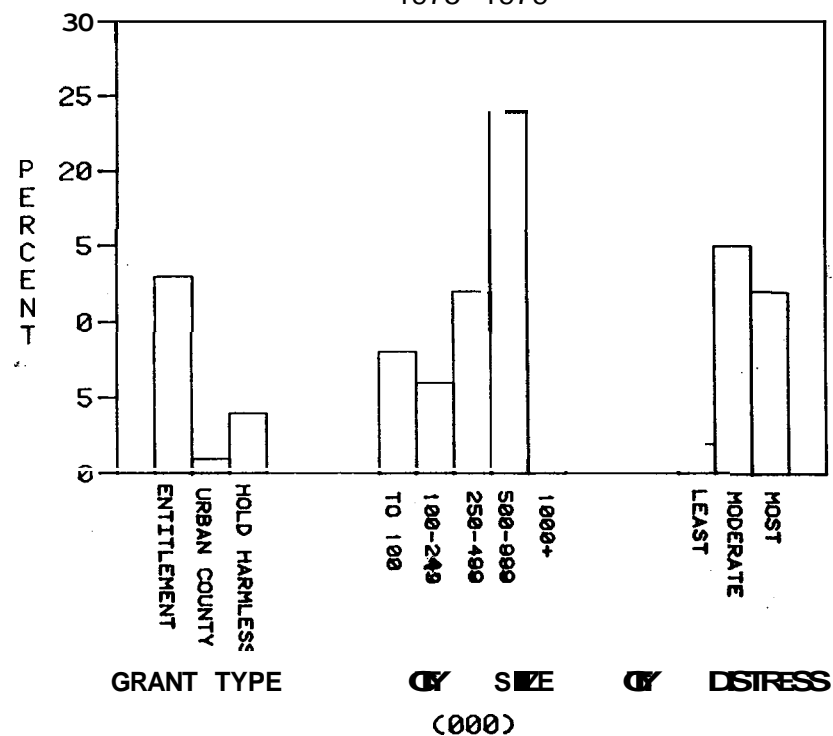


TABLE A-III-1

PROJECTED TOTAL UNITS REHABILITATED WITH CDBG FUNDS

BY GRANT TYPE AND POPULATION'

STRUCTURE TYPE	NATIONAL	GRANT TYPE			CITY SIZE				
		Entitlement	Urban County	Hold Harmless	To 100,000	100,000-249,999	250,000-499,999	500,000-999,999	1,000,000
1-4 Unit Structure Owner-Occupied									
Number of Units	213,743	151,224	25,370	37,149	101,249	35,911	44,432	25,473	6,678
Mean	225.7	330.5	351.1	89.1	141.9	306.4	563.3	835.4	955.4
Number of Grantees	947	458	72	417	713	117	79	30	7
1-4 Unit Structure investor-Owned									
Number of Units	8,503	6,372	407	1,644	4,401	1,519	1,566	1,005	12
Mean	39.7	46.0	45.3	25.3	30.4	54.6	57.3	81.2	7.0
Number of Grantees	214	138	11	65	145	28	27	12	2
5 + Unit Structures Privately-Owned									
Number of Units	5,416	4,304	86	1,027	3,013	584	233	182	1,405
Mean	52.6	62.6	24.5	33.4	42.7	40.2	25.6	25.9	805.0
Number of Grantees	103	69	4	31	71	15	9	7	2
Public Housing									
Number of Units	27,415	24,092	1,759	1,564	9,823	2,690	6,449	8,310	142
Mean	410.8	542.8	335.0	91.5	272.7	243.2	712.3	940.6	81.0
Number of Grantees	67	44	5	17	36	11	9	9	2
Other Structures									
Number of Units	6,615	5,571	342	502	2,193	1,117	315	174	2,815
Mean	65.2	102.3	24.0	16.3	31.0	101.0	29.2	49.2	536.7
Number of Grantees	101	56	14	31	71	11	11	4	5
Total Units	261,692	191,563	28,044	41,886	120,679	41,821	52,995	35,144	11,052
Row Percent	100.0%	73.3%	10.7%	16.0%	46.1%	16.0%	20.3%	13.4%	4.2%
Percent Total Funds Expended 1975-1979									
Row Percent	100%	75%	9%	16%	36%	16%	19%	19%	10%

Source: For Tables II-1 to A-111-19, Data compiled by Office of Evaluation. CPD. HUD from 1980 CDBG Accomplishments Survey

For this and following Accomplishment Tables, category total may not equal national total due to weighting and rounding. Row percents may not equal 100 due to rounding. Figures are reported through September 30, 1979.

TABLE A-III-2

**PROJECTED TOTAL UNITS REHABILITATED WITH CDBG FUNDS
BY REGION AND CITY DISTRESS**

STRUCTURE TYPE	REGION					CITY DISTRESS		
	North East	North Central	South	West	Puerto Rico	Least Distressed	Moderate Distress	Most Distressed
1-4 Unit Structure								
Owner-Occupied								
Number of Units	88,632	58,452	36,400	30,006	253	56,662	55,011	100,485
Mean	317.5	265.9	119.5	215.2	68.4	148.3	201.1	374.1
Number of Grantees	279	220	305	139	4	382	273	269
14 Unit Structure								
Investor-Owned								
Number of Units	4,526	1,958	630	1,390	0	1,209	2,514	4,536
Mean	56.2	53.7	12.9	28.6	0.0	16.1	38.4	69.9
Number of Grantees	81	36	49	49	0	75	65	65
5 + Unit Structures								
Privately-Owned								
Number of Units	2,577	1,971	278	590	0	380	866	3,930
Mean	49.6	119.3	23.3	26.7	0.0	21.2	28.0	77.7
Number of Grantees	52	17	12	22	0	18	31	51
Public Housing								
Number of Units	11,382	9,318	3,243	3,471	0	1,415	10,197	15,306
Mean	369.9	1,063.4	217.4	282.7	0.0	71.4	551.7	572.6
Number of Grantees	31	0	15	12	0	20	18	27
Other Structures								
Number of Units	4,148	241	904	1,322	0	1,631	558	4,411
Mean	115.9	17.2	29.0	64.8	0.0	37.6	24.0	141.5
Number of Grantees	31	14	31	20	0	43	23	31
Total Units	111,265	71,940	41,455	36,779	253	61,297	69,146	128,668
Row Percent	42.5%	27.5%	15.8%	14.1%	—	23.7%	26.7%	49.7%

PUBLIC IMPROVEMENTS: PROJECTED STREET IMPROVEMENT ACCOMPLISHMENTS

TABLE A-III.3

BY GRANT TYPE AND CITY SIZE

ACTIVITY TYPE	NATIONAL		GRANT TYPE		CITY SIZE	
	Urban	Enrollment	Hold	County	Harmless	To 100,000
Streets Improved	6,189	3,882	1,439	862	12.5	1,600
Number of Miles	6.8	9.2	4.5	6.9	12.3	353
Mean	804	420	415	69	18.6	142
Number of Grantees						
Curbs and Gutters	3,708	2,303	2,007	415	990	2,007
Number of Miles	4.7	6.1	3.3	6.9	2.8	763
Mean	792	377	604	60	355	604
Number of Grantees						
5 + Street Trees Planted	396,636	356,212	326,97	7,727	326,97	111,026
Number of Trees	860.8	1,559.0	372.2	239.6	215.0	623.6
Mean	413	228	298	32	152	48
Number of Grantees						
Bridges Built or						
Improved	OCF	308	183	4.7	1.8	83
Number of Bridges	3.2	3.2	2.0	3.2	1.8	3.0
Mean	165	65	90	32	68	27
Number of Grantees						
Parking Spaces						
Added	49,670	25,117	36,059	5,729	18,825	36,059
Number of Spaces	150.3	169.6	155.3	161.4	128.1	155.3
Mean	301	148	202	36	147	47
Number of Grantees						
Street Lights						
Installed	102,741	92,782	24,264	1,624	8,335	20,197
Number of Lights	314.9	250.9	107.3	53.7	70.7	23,592
Mean						
Number of Grantees	326	178	226	30	118	32
Percent Total						
Funds Expended						
1975-1979						
Row Percent						

TABLE A-III-4

**PUBLIC IMPROVEMENTS: PROJECTED STREET
IMPROVEMENT ACCOMPLISHMENTS**

BY REGION AND CITY DISTRESS

ACTIVITY TYPE	REGION					CITY DISTRESS		
	North East	North Central	South	West	Puerto Rico	Least Distressed	Moderate Distress	Most Distressed
Streets Improved								
Number of Miles	1,475	811	2,698	934	265	2,021	2,185	1,943
Mean	6.3	4.4	7.8	7.1	29.4	5.0	8.5	7.1
Number of Grantees	233	186	345	132	9	349	257	274
Curbs and Gutters Built or Improved								
Number of Miles	931	587	1,410	758	22	1,180	1,256	1,245
Mean	4.3	3.7	4.9	6.0	4.0	3.8	5.5	5.3
Number of Grantees	215	158	287	127	6	309	230	236
Street Trees Planted								
Number of freer	150,475	199,254	24,127	21,970	810	89,684	90,859	212,539
Mean	875.1	1,785.0	320.6	421.0	450.0	581.1	814.8	1,558.8
Number of Grantees	172	112	75	52	2	154	112	136
Bridges Built or Improved								
Number of Bridges	128	180	165	54	4	215	152	164
Mean	3.2	5.3	2.6	2.3	1.0	2.5	4.5	3.6
Number of Grantees	40	34	64	23	4	85	34	45
Parking Spaces Added								
Number of Spaces	18,916	11,197	14,957	4,013	588	17,949	12,198	18,287
Mean	161.6	146.3	146.9	127.0	167.5	130.9	150.5	179.7
Number of Grantees	117	77	102	32	4	137	81	102
Street Lights Installed								
Number of Lights	50,058	27,927	11,838	12,311	607	13,619	24,258	64,554
Mean	547.7	428.3	116.1	187.1	319.0	107.9	295.2	581.4
Number of Grantees	91	65	102	66	2	126	82	111
Percent Total Funds Expended 1978-1979 Per Percent	30%	22%	31%	16%	1%	27%	21%	52%

TABLE A-III-5
PUBLIC IMPROVEMENTS: PROJECTED WATER AND
SEWER FACILITIES ACCOMPLISHMENTS
BY GRANT TYPE AND CITY SIZE

ACTIVITY TYPE	NATIONAL	GRANT TYPE			CITY SIZE				
		Intitlement	Urban County	Hold Harmless	To 100,000	100,000- 249,999	250,000- 499,999	500,000- 999,999	1,000,000 +
Waterlines Laid or Replaced									
Number of Miles	1,693	728	419	546	886	232	428	121	27
Mean	3.3	3.2	7.6	2.3	2.3	4.1	8.6	9.5	3.0
Number of Grantees	519	224	55	239	391	56	50	13	9
Sanitary Sewer Liner Laid or Replaced									
Number of Miles	1,352	758	177	417	799	213	254	63	23
Mean	2.5	3.2	3.7	1.7	2.0	3.6	4.7	3.9	3.2
Number of Grantees	536	241	48	248	400	60	54	16	7
Storm Sewer Lines Laid or Replaced									
Number of Miles	1,138	553	231	354	632	172	270	43	21
Mean	1.7	2.0	3.6	1.2	1.3	2.1	4.3	2.4	5.6
Number of Grantees	651	283	64	304	483	84	63	18	4
Percent Total Funds Expended 1975-1979									
Row Percent	100%	75%	9%	16%	36%	16%	19%	19%	10%

TABLE A-III-6

**PUBLIC IMPROVEMENTS: PROJECTED WATER AND
SEWER FACILITIES ACCOMPLISHMENTS**

BY REGION AND CITY DISTRESS

ACTIVITY TYPE	REGION					CITY DISTRESS		
	North East	North Central	South	west	Puerto Rico	Least Distressed	Moderate Distress	Most Distressed
Waterlines								
Laid or Replaced								
Number of Miles	317	219	728	407	21	779	477	413
Mean	2.5	2.0	3.6	5.7	2.9	3.9	3.1	2.7
Number of Grantees	128	109	204	71	7	198	155	155
Sanitary Sewer Lines								
b i d or Replaced								
Number of Miles	223	257	698	156	18	467	440	438
Mean	1.8	2.4	3.2	1.9	3.3	2.2	2.9	2.7
Number of Grantees	122	108	220	81	5	212	152	164
Storm Sewer Liner								
b i d or Replaced								
Number of Miles	254	257	466	150	10	481	323	328
Mean	1.7	1.8	1.8	1.6	1.3	1.8	1.7	1.8
Number of Grantees	153	144	254	92	7	272	191	179
Percent Total Funds Expended 1975-1979 Row Percent	30%	22%	31%	16%	1%	27%	21%	52%

TABLE A-III-7

PUBLIC IMPROVEMENTS PROJECTED PARKS, PLAYGROUNDS
AND RECREATIONAL FACILITIES ACCOMPLISHMENTS

BY GRANT TYPE AND CITY SIZE

ACTIVITY TYPE	NATIONAL	GRANT TYPE			CITY SIZE				
		Entitlement	Urban County	Hold Harmless	To 100,000	100,000-249,899	250,000-499,999	500,000-999,999	1,000,000 +
Neighborhood Tot-Lots Playgrounds and Parks Built or Improved									
Number of Units	6,802	4,733	952	1,118	2,470	1,883	1,313	820	216
Mean	8.1	11.4	12.8	3.2	4.0	17.4	17.5	28.5	24.0
Number of Grantees	841	416	74	350	616	108	75	32	9
Recreation Centers Built or Improved									
Number of Centers	1,070	679	171	220	454	164	328	64	59
Mean	2.7	3.1	3.6	1.6	1.8	2.7	5.2	3.6	0.6
Number of Grantees	404	216	48	140	254	60	63	18	9
City-wide Playfields and Parks Built or Improved									
Number of Acres	20,598	13,054	2,886	4,659	10,021	1,074	3,796	2,635	3,073
Mean	48.1	63.8	81.9	24.8	30.4	25.2	101.3	248.8	424.3
Number of Grantees	428	205	35	188	330	43	37	11	7
Bike Paths Built or Improved									
Number of Miles	243	144	47	52	129	12	29	61	12
Mean	2.5	2.7	3.0	1.9	2.5	1.3	1.4	7.0	6.7
Number of Grantees	98	54	16	27	98	9	20	9	2
Percent Total Funds Expended 1975-1979									
Row Percent	100	75%	0%	16%	30%	22%	31%	16%	1%

TABLE A-III-8

**PUBLIC IMPROVEMENTS: PROJECTED PARKS, PLAYGROUNDS
AND RECREATIONAL FACILITIES ACCOMPLISHMENTS**

BY REGION AND CITY DISTRESS

ACTIVITY TYPE	REGION					CITY DISTRESS		
	North East	North Central	South	West	Puerto Rico	Least Distressed	Moderate Distress	Most Distressed
Neighborhood Tot-Lots Playgrounds and Parks Built or Improved								
Number of Units	1,656	1,528	2,468	1,059	91	3,096	1,406	2,263
Mean	8.9	7.9	8.8	8.6	16.8	9.1	5.9	9.5
Number of Grantees	240	193	280	123	5	341	240	242
Recreation Centers Built or Improved								
Number of Centers	285	139	350	276	21	445	228	390
Mean	2.7	1.9	2.3	3.8	11.0	2.6	2.0	3.4
Number of Grantees	107	72	152	72	2	173	112	113
City-wide Playfields and Parks Built or Improved								
Number of Acres	4,235	6,174	5,856	4,302	33	10,498	2,378	7,592
Mean	33.9	66.5	36.8	90.9	8.9	63.6	22.5	50.0
Number of Grantees	125	93	159	47	4	165	106	152
Bike Paths Built or Improved								
Number of Miles	18	102	55	68	0	149	32	61
Mean	1.0	4.1	2.0	2.5	0.0	2.8	1.6	2.6
Number of Grantees	18	25	27	28	0	53	20	23
Percent Total Funds Expended 1975-1979 Row Percent	30%	22%	31%	16%	1%	27%	21%	52%

TABLE A-III-9

**PUBLIC IMPROVEMENTS: PROJECTED OTHER
CDBG ACCOMPLISHMENTS**

BY GRANT TYPE AND CITY SIZE

ACTIVITY TYPE	NATIONAL	GRANT TYPE			CITY SIZE				
		Entitlement	Urban County	Hold Harmless	To 100,000	100,000-249,999	250,000-499,999	500,000-999,999	1,000,000 +
Senior Centers Built or Improved									
Number of Centers	705	355	199	150	310	83	200	65	40
Mean	1.7	1.8	3.0	1.0	1.2	1.5	3.7	3.0	5.3
Number of Grantees	406	194	66	147	267	55	54	21	9
Handicapped Facilities Built or Improved									
Number of Facilities	2,254	1,458	181	615	1,573	105	475	46	56
Mean	9.6	11.6	3.9	10.0	10.5	2.9	16.7	3.6	7.7
Number of Grantees	234	126	46	62	149	36	29	13	7
Neighborhood Facilities Built or Improved									
Number of Facilities	1,132	737	241	154	434	140	282	225	51
Mean	3.0	3.6	4.0	1.3	1.9	2.5	4.8	9.6	5.6
Number of Grantees	379	202	60	116	232	55	59	23	9
Percent Total Funds Expended 1975-1979									
Row Percent	100%	75%	9%	16%	36%	16%	19%	19%	10%

TABLE A-III-10
PUBLIC IMPROVEMENTS: PROJECTED
OTHER CDBG ACCOMPLISHMENTS
BY REGION AND CITY DISTRESS

ACTIVITY TYPE	REGION				CITY DISTRESS			
	North East	North Central	South	West	Puerto Rico	Least Distressed	Moderate Distress	Most Distressed
Senior Centers								
Built or Improved								
Number of Centers	218	147	130	205	4	314	49	232
Mean	1.9	1.4	1.3	2.3	1.0	1.7	1.3	2.3
Number of Grantees	112	104	97	88	4	182	13	102
Handicapped Facilities								
Built or Improved								
Number of Facilities	326	214	770	944	0	662	740	850
Mean	4.2	4.3	14.8	17.5	0.0	6.0	13.5	12.7
Number of Grantees	78	50	52	54	0	110	55	67
Neighborhood Facilities								
Built or Improved								
Number of Facilities	373	125	287	335	12	339	251	472
Mean	2.8	2.3	2.4	4.8	2.4	2.3	2.7	4.4
Number of Grantees	132	54	118	69	5	165	94	107
Percent Total Funds Expended 1975-1979 Row Percent	30%	22%	31%	16%	1%	27%	21%	52%

TABLE A-III-11

**PROJECTED NUMBER OF STRUCTURES DEMOLISHED WITH CDBG FUNDS
BY GRANT TYPE AND CITY SIZE**

STRUCTURE TYPE	NATIONAL	GRANT TYPE			CITY SIZE				
		Entitlement	Urban County	Hold Harmless	To 100,000	100,000-249,999	250,000-499,999	500,000-999,999	1,000,000+
Single Family (1-4 Units)									
Number of Structures	59,078	46,465	2,677	9,936	20,395	14,356	14,444	7,563	2,320
Mean	93.4	149.9	60.5	35.7	44.3	163.6	286.5	281.3	331.9
Number of Grantees	633	310	44	279	461	88	50	27	7
Multi-Family (5+ Units)									
Number of Structures	2,805	2,567	9	229	817	443	216	351	979
Mean	15.1	19.4	1.7	4.8	7.2	10.8	14.8	33.0	186.8
Number of Grantees	186	133	5	48	114	41	15	11	5
Commercial									
Number of Structures	3,971	3,242	35	694	1,839	739	487	582	325
Mean	10.5	15.5	2.5	4.5	6.7	13.2	20.6	30.0	61.9
Number of Grantees	379	210	14	156	275	56	24	19	5
Industrial									
Number of Structures	235	191	7	38	88	8	22	53	65
Mean	3.7	5.2	2.0	1.6	2.2	1.0	4.1	7.5	18.5
Number of Grantees	64	37	4	24	41	8	5	7	3
Other Structures									
Number of Structures	2,935	2,238	44	653	1,207	445	478	261	544
Mean	15.7	22.1	3.1	9.1	9.8	13.2	33.2	20.9	156.0
Number of Grantees	187	101	14	72	123	34	14	12	3
Total Structures	69,024	54,703	2,772	11,550	24,346	15,991	15,647	8,810	4,233
Row Percent	100.0%	79.3%	4.0%	16.7%	35.3%	23.2%	22.7%	12.8%	6.1%
Percent Total Funds Expended 1975-1979									
Row Percent	100%	75%	9%	16%	36%	16%	19%	19%	10%

TABLE A-111-12

**PROJECTED NUMBER OF STRUCTURES DEMOLISHED
WITH CDBG FUNDS**

BY REGION AND CITY DISTRESS

STRUCTURE TYPE	REGION					CITY DISTRESS		
	North East	North Central	South	West	Puerto Rico	Least Distressed	Moderate Distress	Most Distressed
Single Family (1-4 Units)								
Number of Structures	12,621	18,610	23,773	4,051	22	17,261	18,196	23,428
Mean	76.0	110.5	103.3	63.0	5.9	78.5	94.7	113.4
Number of Grantees	166	168	230	64	4	220	192	207
Multi-Family (5+ Units)								
Number of Structures	885	1,155	499	266	0	432	409	1,957
Mean	11.7	25.2	10.0	18.5	0.0	8.1	7.3	27.6
Number of Grantees	76	46	50	14	0	53	56	71
Commercial								
Number of Structures	876	1,485	1,293	315	2	1,044	1,162	1,750
Mean	9.1	14.1	10.0	6.9	1.0	8.4	10.8	12.2
Number of Grantees	95	105	130	46	2	124	108	143
Industrial								
Number of Structures	106	88	29	13	0	27	18	191
Mean	3.5	5.4	2.8	1.7	0.0	3.6	1.3	4.5
Number of Grantees	31	16	10	7	0	7	14	43
Other Structures								
Number of Structures	320	1,526	987	101	0	865	490	1,580
Mean	5.9	34.5	15.2	4.2	0.0	13.3	10.0	21.6
Number of Grantees	54	44	65	24	0	65	49	73
Total Structures	14,808	22,864	26,581	4,746	24	19,629	20,275	28,906
Row Percent	21.5%	33.1 %	38.5%	6.9%	—	28.5%	29.5%	42.0%
Percent Total Funds Expended 1975-1979								
Row Percent	30%	22%	31%	16%	1%	27%	21%	52%

TABLE A-III-13

**PROJECTED NUMBER OF RESIDENTIAL UNITS DEMOLISHED
WITH CDBG FUNDS**

BY GRANT TYPE AND CITY SIZE

UNIT TYPE	NATIONAL	GRANT TYPE			CITY SIZE				
		Entitlement	Urban County	Hold Harmless	To 100,000	100,000- 240,999	250,000- 499,999	500,000- 990,999	1,000,000 +
Units In Single- Family Structures									
Number of Units	66,802	53,332	2,929	10,541	21,938	16,132	15,763	10,649	2,320
Mean	108.3	177.3	63.7	39.0	48.7	188.3	312.7	456.2	331.9
Number of Grantees	617	301	46	270	450	86	50	23	7
Units In Multi- Family Structures									
Number of Units	19,012	18,039	70	902	5,109	3,016	3,364	2,537	4,905
Mean	93.2	122.3	20.0	17.0	39.6	70.5	185.3	238.6	1428.5
Number of Grantees	204	148	4	53	129	43	18	11	3
Units in Other Structures									
Number of Units	3,130	2,571	39	521	778	232	14	1,183	923
Mean	26.2	36.0	4.4	13.3	9.5	10.5	3.9	131.5	264.5
Number of Grantees	119	71	9	39	81	22	4	9	3
Total Units	08,944	73,942	3,030	11,964	27,825	19,380	19,141	14,369	8,228
Row Percent	100.0%	83.1%	3.4%	13.5%	31.3%	21.8%	21.5%	16.2%	9.3%
Percent Total Funds Expended 1975-1979									
Row Percent	100%	75%	9%	16%	36%	16%	19%	19%	10%

TABLE A-III-14

PROJECTED NUMBER OF RESIDENTIAL UNITS DEMOLISHED
WITH CDBG FUNDS

BY REGION AND CITY DISTRESS

UNIT TYPE	REGION					CITY DISTRESS		
	North East	North Central	South	West	Puerto Rico	Least Distressed	Moderate Distress	Most Distressed
Units in Single- Family Structures								
Number of Units	17,559	18,403	25,732	5,079	29	17,480	19,383	29,737
Mean	108.1	114.1	116.2	74.7	7.8	82.3	107.8	140.2
Number of Grantees	162	161	221	68	4	212	180	212
Units in Multi- Family Structures								
Number of Units	7,585	6,425	2,161	2,841	0	1,847	2,481	14,663
Mean	91.2	124.6	44.0	141.4	0.0	3.7	41.3	171.6
Number of Grantees	83	52	49	20	0	55	60	85
Units in Other Structures								
Number of Units	450	2,262	205	214	0	288	305	2,536
Mean	9.5	91.3	6.6	12.9	0.0	9.3	8.5	50.2
Number of Grantees	47	25	31	17	0	31	36	50
Total Units	25,594	27,090	28,098	8,134	29	19,615	22,169	46,936
Row Percent	28.8%	30.5%	31.6%	9.1%	—	22.1%	25.0%	52.9%

TABLE A-III-15**DWELLING UNITS COMPLETED FOR OCCUPANCY WITH THE ASSISTANCE
OF CDBG FUNDS IN CONJUNCTION WITH OTHER PROGRAMS**

Program	Number Of Units	Program	Number Of Units
Section 8 New Construction Families	5,975	Section 8 Substantial Rehabilitation	3,434
Section 8 New Construction Elderly (Not financed by Section 202 Loans	1,1577	Section 8 Moderate Rehabilitation	114
Section 202	4,724	Urban Homesteading	2,357
Purchase Subsidy (Section 235 and State-Assisted)	2,003	Private Market Rate Housing	2,752
		Public Housing	12,612
		Other	6,308
		Total All Programs	51,856

Source: 1980 CDBG Accomplishments Survey

TABLE A-III-16
PROJECTED PUBLIC SERVICE ACCOMPLISHMENTS
WITH CDBG FUNDS
BY GRANT TYPE AND CITY SIZE

ACCOMPLISHMENT TYPE	NATIONAL	GRANT TYPE			CITY SIZE				
		Intitlement	Urban County	Hold Harmless	≤ 100,000	100,000- 249,999	250,000- 499,999	500,000- 999,999	1,000,000 +
Child Services									
Number of Child-days ¹	23,311,764	20,851,235	108,553	2,351,977	9,364,160	4,551,758	2,815,760	5,341,373	1,238,714
Mean	105,099.8	131,731.4	8,861.4	45,874.3	72,664.7	116,098.5	77,973.0	431,451.8	236,395.7
Number of Grantees	222	158	12	51	129	39	36	12	5
Elderly Services									
Number of Times Provided	26,372,585	21,968,622	194,635	4,209,329	8,864,040	5,270,678	5,139,492	3,813,776	3,284,601
Mean	92,378.2	123,888.3	9,268.3	48,294.8	47,248.4	117,885.9	160,358.6	240,162.2	626,832.2
Number of Grantees	285	177	21	87	188	45	32	16	5
Health Services									
Number of Times Provided	6,621,179	5,710,665	161,935	748,579.6	2,278,616	1,182,200	761,371	1,367,590	1,031,402
Mean	5,739.7	11,019.7	1,866.5	1,364.6	2,542.3	9,223.3	9,050.8	38,006.6	114,702.2
Number of Grantees	1,154	518	87	549	896	128	84	36	9
Household Counseling									
Number of Times Provided	760,532	690,072	52,543	17,917	114,677	213,121	307,018	113,841	11,875
Mean	2,812.7	3,549.5	2,284.2	338.2	806.4	3,008.1	8,098.6	7,144.1	3,402.5
Number of Grantees	270	194	23	53	142	71	38	16	3
Youth Services									
Number of Times Provided	17,462,425	16,068,122	177,389	1,216,914	5,359,951	2,502,490	2,746,564	3,506,823	3,346,597
Mean	70,700.1	94,792.7	12,446.6	19,244.9	34,333.8	67,463	90,347	217,221.5	462,109.6
Number of Grantees	249	170	14	63	156	37	30	16	7
Police									
Days of Service Provided	1,002,656	987,728	0	14,928	222,531	14,991	100,006	141,193	523,936
Means	12,727.0	14,782.1	0.0	1,247.9	5,270.9	800.4	9,259.8	26,690.5	300,250.0
Number of Grantees	79	67	0	12	42	19	11	5	2
Percent Total Funds Expended 1975-1979 Row Percent	100%	75%	9%	16%	30%		31%	16%	1%

¹Child-days = Days of Child Care X Average Daily Attendance

TABLE A-III-17

PROJECTED PUBLIC SERVICE ACCOMPLISHMENTS WITH CDBG FUNDS

BY REGION AND CITY DISTRESS

ACCOMPLISHMENT TYPE	REGION					CITY DISTRESS		
	North East	North Central	South	West	Puerto Rico	Least Distressed	Moderate Distress	Most Distressed
Child Services								
Number of Child-days ¹	6,580,943	6,066,479	8,526,470	2,137,872	0	5,104,586	5,148,053	13,009,804
Mean	80,858.9	144,512.2	119,681.5	78,609.8	0.0	62,065.6	92,684.2	165,319.3
Number of Grantees	81	42	71	27	0	82	56	79
Elderly Services								
Number of Times Provided	11,508,574	7,354,472	5,124,599	2,384,940	0	6,964,879	5,207,045	14,069,356
Mean	109,456.4	108,785.9	70,333.9	59,808.9	0.0	64,099.7	67,114.9	149,487.9
Number of Grantees	105	68	73	40	0	109	78	94
Health Services								
Number of Time Provided	3,469,609	893,270	1,734,027	438,326	85,948	1,081,555	1,195,510	4,316,979
Mean	11,018.1	3,438.2	4,456.6	2,450.9	7,863.5	2,280.8	3,637.6	13,436.5
Number of Grantees	315	260	389	179	11	474	329	321
Household Counseling								
Number of Time Provided	198,886	308,317	107,102	136,029	10,228	161,752	276,000	320,941
Mean	2,970.8	5,013.3	1,298.0	2,359.8	5,682.0	1,397.0	4,431.5	3,848.4
Number of Grantees	67	62	83	58	2	116	62	83
Youth Services								
Number of Times Provided	10,950,576	3,009,361	1,895,285	1,454,203	153,000	1,363,118	1,439,194	14,425,778
Mean	108,940.4	52,154.4	38,766.3	38,185.1	85,000.0	15,906.0	21,731.9	160,736.5
Number of Grantees	101	58	49	38	2	86	66	90
Police								
Dates of Service Provided	838,302	18,076	103,864	42,301	114	16,297	115,595	869,527
Mean	35,343	980.1	4,392.2	2,821.2	60.0	888.1	5,247.4	23,824.0
Number of Grantees	24	18	24	11	2	18	22	36
Percent Total Funds Expended 1975.1979 Row Percent	30%	22%	31%	16%	1%	27%	21%	52%

Child-days Days of Child Care X Average Daily Attendance

TABLE A-III-18
PROJECTED ECONOMIC DEVELOPMENT ACCOMPLISHMENTS
WITH CDBG FUNDS
BY GRANT TYPE AND CITY SIZE

ECONOMIC DEVELOPMENT ACCOMPLISHMENT TYPE	NATIONAL	GRANT TYPE			CITY SIZE				
		Intitlement	Urban County	Hold Harmless	To 100,000	100,000-249,999	250,000-499,999	500,000-999,999	1,000,000 +
Commercial Land Acquisition									
Number of Acres	1,289	788	46	456	732	280	210	67	0
Mean	7.7	8.3	8.7	6.8	6.6	9.4	10.5	9.3	0.0
Number of Grantees	167	95	5	67	110	30	20	7	0
Industrial Land Acquisition									
Number of Acres	2,832	1,318	0	1,514	2,163	330	319	20	0
Mean	32.9	25.4	0.0	44.3	43.9	16.1	29.2	3.7	0.0
Number of Grantees	86	52	0	34	49	21	11	5	0
Business Relocation Assistance									
Number of Payments	14,555	13,366	134	1,054	5,748	1,575	2,987	2,449	1,796
Mean	46.5	76.1	10.7	8.5	27.1	29.2	108.8	154.2	514.5
Number of Grantees	313	176	13	125	212	54	27	16	3
Job Creation									
Number of Jobs	145,992	127,128	3,018	15,846	38,932	23,867	36,582	24,455	22,156
Mean	539.8	793.1	236.6	162.7	215.1	560.3	1,191.4	1,926.8	6,348.5
Number of Grantees	270	160	13	97	181	43	31	13	3
Job Retention									
Number of Jobs	126,018	116,744	1,548	7,726	21,965	40,953	18,627	2,115	42,358
Mean	576.2	835.2	412.6	102.8	149.0	1,105.6	852.2	237.9	12,137.0
Number of Grantees	219	140	4	75	147	37	22	9	3
Percent Total Funds Expended 1975-1979									
Row Percent	100%	75%	9%	16%	36%	16%	19%	19%	10%

TABLE A-111-19
PROJECTED ECONOMIC DEVELOPMENT ACCOMPLISHMENTS
WITH CDBG FUNDS
BY REGION AND CITY DISTRESS

ECONOMIC DEVELOPMENT ACCOMPLISHMENT TYPE	REGION					CITY DISTRESS		
	North East	North Central	South	West	Puerto Rico	Least Distressed	Moderate Distress	Most Distressed
Commercial Land Acquisition								
Number of Acres	360	325	357	194	53	505	339	445
Mean	6.7	8.3	7.1	9.6	14.0	9.7	6.8	6.9
Number of Grantees	54	39	50	20	4	52	50	65
Industrial Land Acquisition								
Number of Acres	1,227	220	849	501	34	447	594	1,791
Mean	32.8	13.5	47.8	39.5	18.0	35.9	29.9	33.4
Number of Grantees	37	16	18	13	2	13	20	54
Business Relocation Assistance								
Number of Payments	5,040	5,890	2,447	1,168	9	1,858	1,841	7,070
Mean	56.4	68.9	26.2	27.4	5.0	20.4	18.4	63.7
Number of Grantees	89	85	94	43	2	91	100	111
Job Creation								
Number of Jobs	57,304	29,324	22,918	34,601	1,845	12,976	14,811	116,549
Mean	692.1	524.6	290.7	757.1	255.4	183.7	186.3	1,044.3
Number of Grantees	83	56	79	46	7	71	79	112
Job Retention								
Number of Jobs	75,994	31,394	8,011	10,052	567	5,352	14,144	105,851
Mean	1,143.3	723.9	130.2	250.4	78.5	105.0	223.2	1,129.1
Number of Grantees	66	43	62	40	7	51	63	94

A-IV EXPENDITURE RATES

Tables in this section correspond with the information presented in Chapter 5-Section 1 of the report. Tables IV-1 to IV-9 contain cumulative and annual spending figures for Entitlement Communities and drawdown and disbursement rates of CDBG funds by community characteristics such as grantee classification, region, and prior categorical experience. Table IV-10 presents the results of a regression analysis of several city characteristics on drawdown rates, and IV-11 presents monthly drawdown amounts for Entitlement and Small Cities grantees. Sources for these tables vary and, thus, are noted at the bottom of each table.

Variable Definitions:

Program - Communities are categorized according to the four program categories through which funds to local communities are distributed.

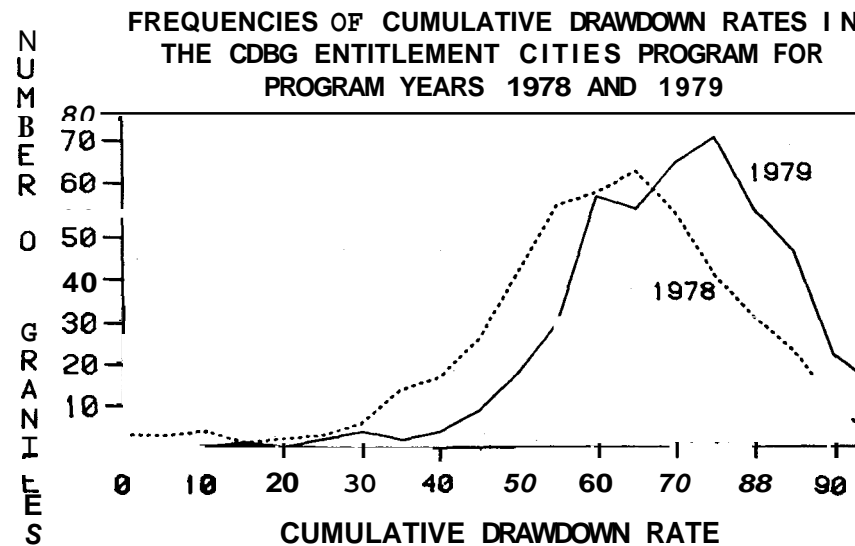
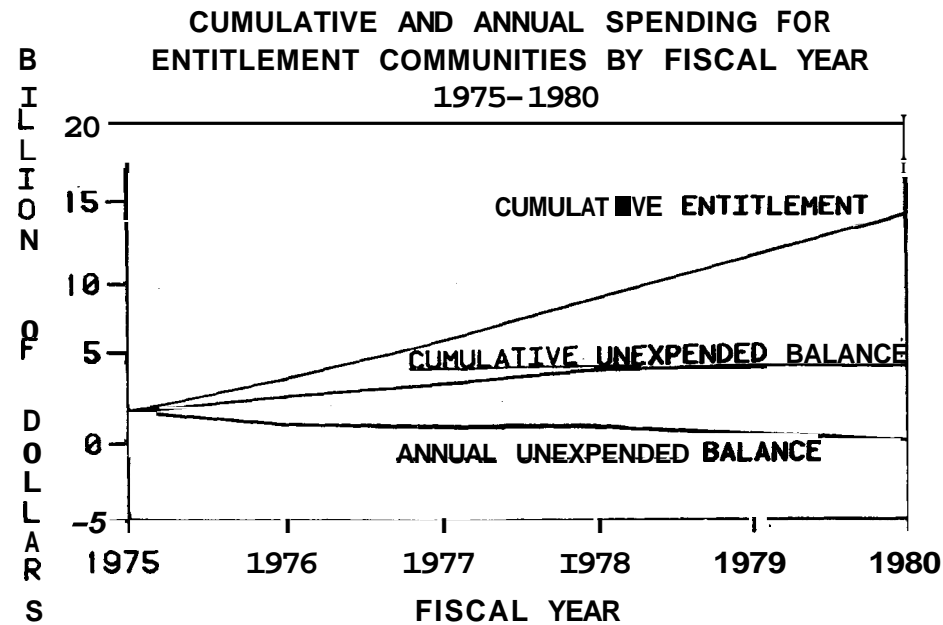
- Entitlement (Metropolitan Cities and Urban Counties)
- Small Cities (Metro and Non-Metro)
- Secretary's Fund
- Financial Settlement

Program Experience - This describes a community's experience with prior HUD categorical programs (Urban Renewal, Model Cities, Water and Sewer Facilities, Open Spaces, Neighborhood Facilities, Rehabilitation Loans, and Public Facilities Loans). Communities are assigned to one of four categories:

- None (No prior categorical experience)
- Experience with 1 program
- Experience with 2 programs
- Experience with 3 or more programs

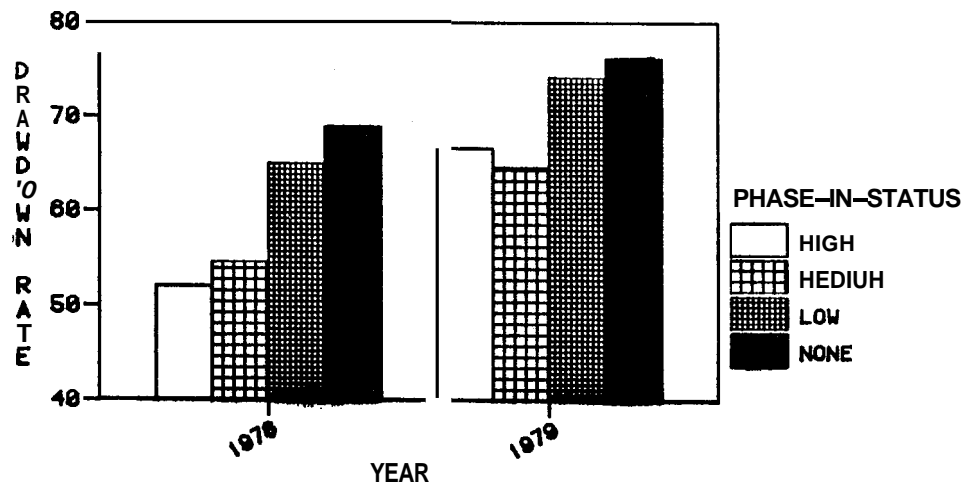
Phase-in Status - This variable refers to the process by which Entitlement Communities, for whom the transition from prior categorical programs to the CDBG program meant dramatic increases in community development funding, were gradually brought into the program. For the first two years of the program, their entitlement allocation constituted only a portion of the amount they would have received solely on the basis of the entitlement formula. Communities are assigned to four categories based on the percent increase in CDBG funding they experienced from 1975 to 1977:

- High phase-in status - Highest third of percent increases
- Medium phase-in status - Middle third of percent increases
- Low phase-in status - Lowest third of percent increases
- No phase-in status - Were not phase-in communities

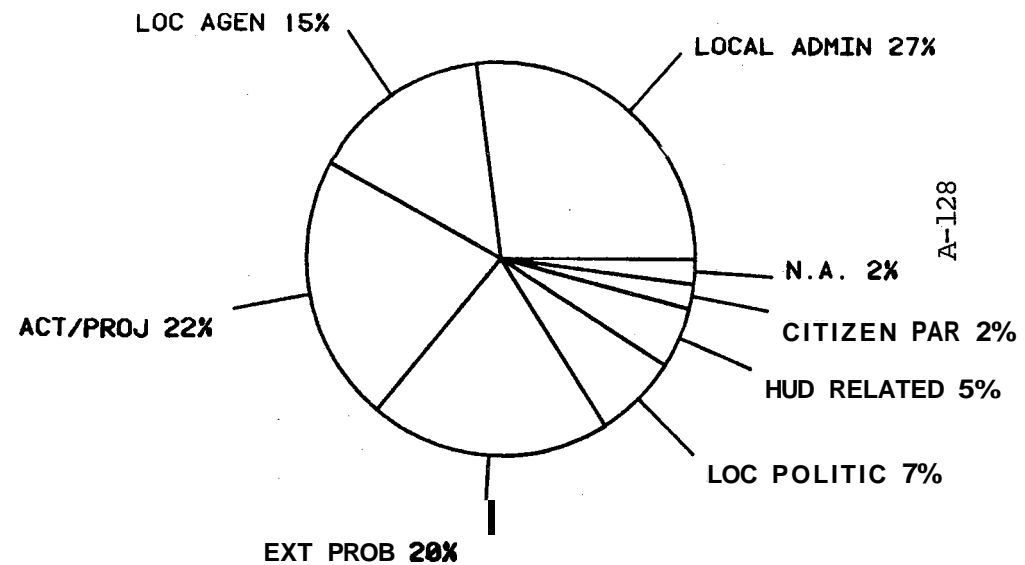


SOURCE: OFFICE OF EVALUATION. CDBG EXPENDITURE RATE DATA BASE

CUMULATIVE DRAWDOWN RATES BY
PHASE-IN-STATUS 1978 AND 1979



PERCENTAGE OF CD DIRECTORS IDENTIFYING VARIOUS
SOURCES OF MAJOR PROGRAM DELAY (WEIGHTED)



A-128

TABLE A-IV-1

**DISBURSEMENT RATE OF CDBG FUNDS BY PROGRAM AND FISCAL YEAR
AS OF DECEMBER 31, 1980**

PROGRAM	FISCAL YEAR					
	1975-1976	1977	1978	1979	1980	Cumulat.
Entitlement						
Total	99.6%	99.4%	95.9%	56.2%	7.2%	74.7%
Metro	99.6%	99.4%	96.6%	56.5%	7.2%	73.4%
Non-Metro	99.6%	98.8%	84.8%	48.1%	—	93.2%
Small Cities						
Total	99.5%	97.2%	92.2%	67.0%	15.2%	66.7%
Metro	99.3%	97.3%	90.0%	62.9%	14.3%	64.2%
Non-Metro	99.6%	97.2%	93.1%	68.7%	15.5%	67.7%
Secretary's Fund	92.5%	84.3%	69.1%	47.7%	18.8%	60.3%
Financial Settlement	96.0%	82.0%	68.0%	34.0%	100.0%	71.3%

Source: Financial Analysis and Investment Division, Office of Finance and Accounting

TABLE A-IV-2
CUMULATIVE DRAWDOWN RATES BY ENTITLEMENT GRANTEE CLASSIFICATION'
(Dollars in Millions)

GRANTEE CLASSIFICATION	CUMULATIVE LETTER OF CREDIT AMOUNT	DRAWDOWN AMOUNT	DRAWDOWN RATE	NUMBER OF GRANTEES
Entitlement				
Metro Cities	\$1 1,589	\$7,821	67.5%	558
Urban Counties	\$1,722	\$1,030	59.8%	85
Hold Harmless				
Metro	\$640	\$567	88.6%	262
Non-Metro	\$1,032	\$880	85.3%	432
Total	\$14,943	\$10,298	68.7%	1337

TABLE A-IV-3
CUMULATIVE AND ANNUAL SPENDING FOR ENTITLEMENT
COMMUNITIES BY FISCAL YEARS
(Dollars in Billions)

	FISCAL YEAR					
	1975	1976	1977	1978	1979	1980
Cumulative Entitlement	\$1.84	\$3.92	\$6.33	\$8.95	\$11.60	\$14.33
Cumulative Unexpended Balance	\$1.81	\$2.82	\$3.67	\$4.45	\$4.72	\$4.69
Annual Unexpended Balance	\$1.81	\$1.01	\$0.85	\$0.78	\$0.27	– \$0.07
Cumulative Expenditure Rate	2%	28%	42%	50%	59%	68%
Annual Expenditure Rate	2%	52%	64%	70%	90%	103%

Source: Compiled by Office of Evaluation from data provided by Financial Analyses Investment Division, Office of Finances and Accounting, Department of Housing and Urban Development.

TABLE A-IV-4
EXPENDITURES, OBLIGATIONS AND UNOBLIGATED BALANCE AS A
PERCENTAGE OF ANNUAL ENTITLEMENT BY PROGRAM YEAR
(n = 113)

	PROGRAM YEAR				
	1975	1976	1977	1978	1979
Expenditures	97.2%	95.2%	90.6%	62.1%	38.8%
Obligations	0.7%	1.4%	3.0%	20.9%	25.8%
Unobligated Balance	2.1%	3.4%	6.4%	17.0%	35.4%
Total	100.0%	100.0%	100.0%	100.0%	100.0%

Source: Office of Evaluation, Community Planning and Development, HUD; 1980 Grantee Performance Reports.

TABLE A-IV-5
CUMULATIVE DRAWDOWN RATES FOR SELECTED FEDERAL PROGRAMS,
1980

Agency or Department	Program	Years in Operation	Cumulative Drawdown as of Sept. 30, 1980
Labor	Comprehensive Employment Training Act	8	61%
Farmers Home Administration	Rural Development Grants	7	71%
Housing and Urban Development	Community Development Block Grants	6	68%
Economic Development Administration	Public Works	15	67%
Transportation	Urban Mass Transporation	13	66%
Farmers Home Administration	Rural Water and Waste Disposal	15	61%
Environmental Protection Agency	Environmental Construction	9	48%

Source: **Compiled** from data provided by: Financial Analysis and Investment Division, Office of Finance and Accounting, Department of Housing and Urban Development; Budget Division, Farmers Home Administration; Office of Public Investments, Economic Development Administration; Financial Management Division, Financial Reports and Analysis Branch, Environmental Protection Agency; Office of Budget, Urban Mass Transportation Administration; Comptroller's Office, Employment Training Administration, Department of Labor.

TABLE A-IV-6
CUMULATIVE 1978 AND 1979 DRAWDOWN RATES
FOR ENTITLEMENT CITIES BY HUD REGION
(N = 467)

HUD REGION	DRAWDOWN RATE	
	1978	1979
Region 1 (Boston)	72.1%	77.4%
Region 2 (New York)	60.8%	73.2%
Region 3 (Philadelphia)	67.2%	75.0%
Region 4 (Atlanta)	64.2%	71.9%
Region 5 (Chicago)	61.7%	74.4%
Region 6 (Fort Worth)	62.9%	73.2%
Region 7 (Kansas City)	64.7%	74.5%
Region 8 (Denver)	66.0%	72.5%
Region 9 (San Francisco)	56.8%	69.1%
Region 10 (Seattle)	65.2%	65.8%
Mean	63.5%	72.9%

Source: Office of Evaluation, Community Planning and Development, HUD; CDBG Expenditure Rate Data Base.

TABLE A-IV-7
**CUMULATIVE DRAWDOWN RATES FOR CENTRAL AND NON-CENTRAL ENTITLEMENT
CITIES FOR PROGRAM YEARS 1978 AND 1979**

CITY TYPE	PROGRAM YEAR		
	1978	1979	Number of Cities
Central Cities			
Mean	62.3%	72.3%	245
With Model Cities Experience	67.7%	75.4%	71
With Urban Renewal Experience	61.6%	71.1%	67
Non-Central Cities			
Mean	54.2%	67.8%	111
With Model Cities Experience	68.6%	75.3%	7
With Urban Renewal Experience	56.8%	70.0%	24

Source: Office of Evaluation, Community Planning and Development, HUD; CDBG Expenditure Rate Data Base.

TABLE A-IV-8
CUMULATIVE DRAWOOWN RATES FOR
ENTITLEMENT CITIES
BY PRIOR HUD CATEGORICAL EXPERIENCE

PROGRAM EXPERIENCE	PROGRAM YEAR		
	1978	1979	Number of Cities
None	53.1%	65.9%	171
1 Program	53.7%	65.4%	38
2 Programs	63.1%	72.1%	149
3 or Wore Programs	68.3%	75.9%	83

Source: Office of Evaluation, Community Planning and Developmeni. HUD; CDBG Expenditure Rate Data Base.

TABLE A-IV-9

**CUMULATIVE DRAWDOWN RATES FOR ENTITLEMENT CITIES
BY PHASE-IN STATUS FOR PROGRAM YEARS 1978 AND 1979**

PHASE-IN STATUS	PROGRAM YEAR		
	1978	1979	Number of Cities
High	52.1%	66.7%	143
Medium	54.6%	64.7%	29
Low	65.1%	74.3%	115
None	69.0%	76.3%	69

Source: Office of Evaluation, Community Planning and Development, HUD; CDBG Expenditure Rate Data Base.

TABLE A-IV-10

**STEPWISE REGRESSION OF VARIOUS CITY CHARACTERISTICS
ON CUMULATIVE DRAWDOWN RATES**

PROGRAM YEAR 1978			PROGRAM YEAR 1979		
	Multiple Correlation Coefficient ¹	Simple Correlation Coefficient ²		Multiple Correlation Coefficient	Simple Correlation Coefficient
Phase-in Status	.435	.435	Phase-in Status	.381	.38
City Distress	.452	.315	City Size	.396	-.007
City Size	.459	.038	City Distress	.404	.251
Program Difficulty	.461	.190	Program Experience	.406	.233
Program Experience	.463	.335	Program Difficulty	.407	.160

Source: Office of Evaluation, Community Planning and Development HUD; Expenditure Rate Data Base.

¹ The figures in the multiple correlation coefficient column show the amount of variance explained by all variables added in the equation up to that point. Thus the coefficient of .452 in the second row is the coefficient produced when only two variables — Phase-in Status and City Distress — are included in the equation. Thus the coefficient of .463 in the bottom row is produced when all five independent variables are included in the equation.

² The simple correlation coefficient shows the relationship between only one independent variable and the dependent variable. Thus the coefficient .335 between Program Experience and the Drawdown Rate shows that experience, by itself, explains 10 percent of the variance in the drawdown rate (.335²).

TABLE A-IV-1I

**MONTHLY DRAWDOWN AMOUNTS FOR THE ENTITLEMENT AND
SMALL CITIES PROGRAMS, FY 1979 TO FY 1981**

(Dollars in Millions)

MONTH	DRAWDOWN AMOUNT		MONTH	DRAWDOWN AMOUNT	
	Entitlement Communities	Small Cities		Entitlement Communities	Small Cities
October, 1978	200.0	31.6	December, 1979	273.6	62.6
November, 1978	219.6	31.4	January, 1980	218.8	61.5
December, 1978	233.4	33.6	February, 1980	219.8	49.3
January, 1978	185.8	35.6	March, 1980	220.7	61.4
February, 1979	205.2	24.7	April, 1980	225.6	71.2
March, 1979	207.0	31.4	May, 1980	279.6	58.2
April, 1979	160.7	31.2	June, 1980	249.9	62.1
May, 1979	235.2	42.8	July, 1980	251.0	78.0
June, 1979	224.5	40.9	August, 1980	234.0	98.7
July, 1979	205.3	47.7	September, 1980	279.0	93.3
August, 1979	215.6	51.4	October, 1980	269.4	116.6
September, 1979	273.2	59.5	November, 1980	284.6	95.3
October, 1979	241.3	66.6	December, 1980	308.3	108.6
November, 1979	229.0	62.7			

Source: Data Systems and Statistics Division, Office of Management, Community Planning and Development, Department of Housing and Urban Development

A-V HOUSING ASSISTANCE PLANS

Tables in this section deal with Entitlement Cities' housing assistance goals by tenure, household type, lower income housing needs, and sources of planned housing assistance. This information is discussed in Chapter 5, Section 5 of the report.

These tables were compiled by the Office of Evaluation from data provided by the Data Systems and Statistics Division, Community Planning and Development, HUD.

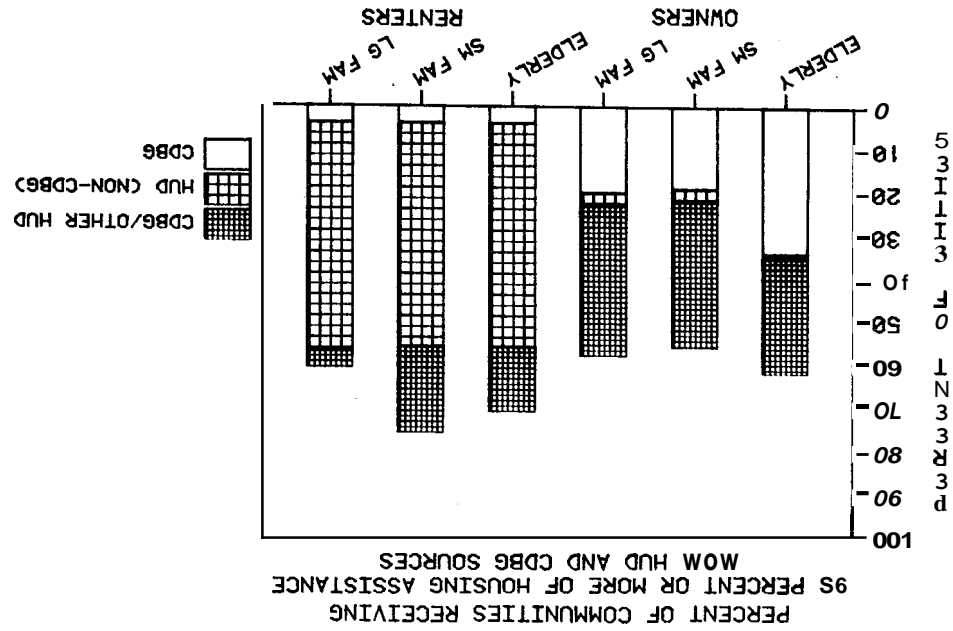
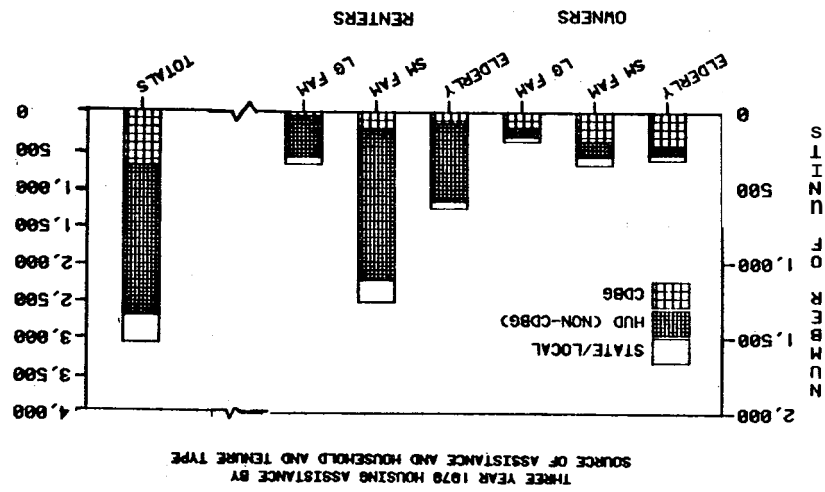


TABLE A-V-1

**AVERAGE THREE YEAR CDBG FUNDED HOUSING ASSISTANCE GOALS
FOR ENTITLEMENT COMMUNITIES**

BY TENURE TYPE AND HOUSEHOLD TYPE'

(n = 195) (Unweighted)

TENURE	NATIONAL	HOUSEHOLD TYPE		
		Elderly/ Handicapped	Small Family	Large Family
Renters				
Number of Units	219	74	118	27
Column Percent	29.9%	25.2%	38.1%	21.1%
Row Percent	100.0%	33.8%	53.9%	12.3%
Owners				
Number of Units	513	220	192	101
Column Percent	70.1%	74.8%	61.9%	78.9%
Row Percent	100.0%	42.9%	37.3%	19.7%
Total				
Number of Units	732	294	310	128
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	40.2%	42.3%	17.5%

¹For this and subsequent tables, percentages may not equal 100% due to rounding.

Source: For this and subsequent Section V tables, Housing Assistance Plans, CDBG Entitlement Applications; Compiled by Office of Evaluation from data provided by Data Systems and Statistics Division, Community Planning and Development, HUD.

TABLE A-V-1
AVERAGE 1979 CDBG FUNDED HOUSING ASSISTANCE GOALS
FOR ENTITLEMENT COMMUNITIES
BY TENURE TYPE AND HOUSEHOLD TYPE'
(n = 195) (Unweighted)

TENURE	NATIONAL	HOUSEHOLD TYPE		
		Elderly/ Handicapped	Small Family	Large Family
Renters				
Number of Units	75	24	41	10
Column Percent	33.0%	25.8%	43.6%	25.0%
Row Percent	100.0%	32.0%	54.7%	13.3%
Owners				
Number of Units	152	69	53	30
Column Percent	67.0%	74.2%	56.4%	75.0%
Row Percent	100.0%	45.4%	34.9%	19.7%
Total				
Number of Units	227	93	94	40
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	41.0%	41.4%	17.6%

TABLE A-V-I
AVERAGE 1980 CDBG FUNDED HOUSING ASSISTANCE GOALS
FOR ENTITLEMENT COMMUNITIES
BY TENURE TYPE AND HOUSEHOLD TYPE
(n = 191) (Unweighted)

TENURE	NATIONAL	HOUSEHOLD TYPE		
		Elderly/ Handicapped	Small Family	Large Family
Renters				
Number of Units	78	28	40	10
Column Percent	31.8%	26.9%	39.6%	25.0%
Row Percent	100.0%	35.9%	51.3%	12.8%
Owners				
Number of Units	167	76	61	30
Column Percent	68.2%	73.1%	60.4%	75.0%
Row Percent	100.0%	45.5%	36.5%	18.0%
Total				
Number of Units	245	104	101	40
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	42.4%	41.2%	16.3%

TABLE A-V-2
AVERAGE THREE YEAR HOUSING ASSISTANCE GOALS
FOR ENTITLEMENT COMMUNITIES'
BY TENURE TYPE AND HOUSEHOLD TYPE
(n = 195) (Unweighted)

TENURE	NATIONAL	HOUSEHOLD TYPE		
		Elderly/ Handicapped	Small Family	Large Family
Renters				
Number of Units	2242	636	1260	346
Column Percent	72.3%	66.9%	78.4%	61.4%
Row Percent	100.0%	28.0%	56.0%	15.0%
Owners				
Number of Units	858	315	348	194
Column Percent	27.3%	33.1%	21.6%	35.9%
Row Percent	100.0%	37.0%	41.0%	23.0%
Total				
Number of Units	3100	951	1608	540
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	30.7%	51.9%	17.4%

*Includes funding from CDBG, other HUD, state, and local sources

TABLE A-V-2
AVERAGE 1979 HOUSING ASSISTANCE GOALS
FOR ENTITLEMENT COMMUNITIES
BY TENURE TYPE AND HOUSEHOLD TYPE
(n = 195) (Unweighted)

TENURE	NATIONAL	HOUSEHOLD TYPE		
		Elderly/ Handicapped	Small Family	Large Family
Renters				
Number of Units	1007	289	559	159
Column Percent	80.0%	75.0%	84.0%	74.0%
Row Percent	100.0%	29.0%	56.0%	16.0%
Owners				
Number of Units	256	94	105	57
Column Percent	20.0%	25.0%	16.0%	26.0%
Row Percent	100.0%	37.0%	41.0%	22.0%
Total				
Number of Units	1263	383	664	216
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	30.0%	53.0%	17.0%

TABLE A-V-2

**AVERAGE 1980 HOUSING ASSISTANCE GOALS
FOR ENTITLEMENT COMMUNITIES**

BY TENURE TYPE AND HOUSEHOLD TYPE

(n = 191) (Unweighted)

TENURE	NATIONAL	HOUSEHOLDTYPE		
		Elderly/ Handicapped	Small Family	Large Family
Renters				
Number of Units	946	274	527	145
Column Percent	77.8%	72.3%	82.5%	69.7%
Row Percent	100.0%	29.0%	55.7%	15.3%
Owners				
Number of Units	280	105	112	63
Column Percent	22.8%	27.7%	17.5%	30.3%
Row Percent	100.0%	37.5%	40.0%	22.5%
Total				
Number of Units	1226	379	639	208
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	30.9%	52.1%	17.0%

TABLE A-V-3
AVERAGE THREE YEAR NON-CDBG HUD HOUSING ASSISTANCE GOALS
FOR ENTITLEMENT COMMUNITIES
BY TENURE TYPE AND HOUSEHOLD TYPE
(n = 195) (Unweighted)

TENURE	NATIONAL	HOUSEHOLDTYPE		
		Elderly/ Handicapped	Small Family	Large Family
Renters				
Number of Units	1783	515	998	270
Column Percent	89.3%	90.2%	91.0%	82.1%
Row Percent	100.0%	28.9%	56.0%	15.1%
Owners				
Number of Units	213	56	99	59
Column Percent	10.7%	8.8%	9.0%	17.9%
Row Percent	100.0%	26.3%	46.5%	27.7%
Total				
Number of Units	1996	571	1097	329
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	28.6%	55.0%	16.5%

TABLE A-V-3
AVERAGE 1979 NON-CDBG HUD HOUSING ASSISTANCE GOALS
FOR ENTITLEMENT COMMUNITIES
BY TENURE TYPE AND HOUSEHOLD TYPE
(n = 195) (Unweighted)

TENURE	NATIONAL	HOUSEHOLD TYPE		
		Elderly/ Handicapped	Small Family	Large Family
Renters				
Number of Units	789	229	437	123
Column Percent	92.6%	93.5%	93.4%	88.5%
Row Percent	100.0%	29.0%	55.4%	15.6%
Owners				
Number of Units	63	16	31	16
Column Percent	7.4%	6.5%	6.6%	11.5%
Row Percent	00.0%	25.4%	49.2%	25.4%
Total				
Number of Units	852	245	468	139
Column Percent	30.0%	100.0%	100.0%	100.0%
Row Percent	30.0%	28.8%	54.9%	16.3%

TABLE A-V-3
AVERAGE 1980 NON-CDBG HUD HOUSING ASSISTANCE GOALS
FOR ENTITLEMENT COMMUNITIES
BY TENURE TYPE AND HOUSEHOLD TYPE
(n = 191) (Unweighted)

TENURE	NATIONAL	HOUSEHOLD TYPE		
		Elderly/ Handicapped	Small Family	Large Family
Renters				
Number of Units	778	227	433	118
Column Percent	91.9%	92.3%	93.1%	86.8%
Row Percent	100.0%	29.2%	55.7%	15.2%
Owners				
Number of Units	69	19	32	18
Column Percent	8.1%	7.7%	6.9%	13.2%
Row Percent	100.0%	27.5%	46.4%	26.1%
Total				
Number of Units	847	246	465	136
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	29.0%	54.9%	16.1%

TABLE A-V-4
PERCENT LOWER INCOME HOUSING NEEDS FOR ENTITLEMENT
COMMUNITIES
BY TENURE TYPE AND HOUSEHOLD TYPE'
(n = 195) (Unweighted)

TENURE		HOUSEHOLD TYPE		
	NATIONAL	Elderly/ Handicapped	Small Family	Large Family
Renters Column Percent	69%	27%	54%	14%
Owners Column Percent	27%	39%	33%	23%

TABLE A-V-5
SOURCE OF PLANNED THREE YEAR HOUSING ASSISTANCE
BY TENURE TYPE AND HOUSEHOLD TYPE
(n = 195) (Unweighted)

SOURCE AND TENURE	NATIONAL	HOUSEHOLD TYPE		
		Elderly/ Handicapped	Small Family	Large Family
Renters				
CDBQ	11.1%	10.7%	11.3%	11.9%
Other HUD	79.8%	80.9%	79.2%	78.1%
State and Local	9.1%	8.4%	9.5%	10.0%
Owners				
CDBQ	60.2%	69.6%	54.3%	53.9%
Other HUD	24.4%	17.7%	28.4%	30.2%
State and Local	15.4%	13.7%	17.3%	13.9%

TABLE A-V-5
SOURCE OF PLANNED 1980 HOUSING ASSISTANCE
BY TENURE TYPE AND HOUSEHOLD TYPE
(n = 191) (Unweighted)

SOURCE AND TENURE	NATIONAL	HOUSEHOLD TYPE		
		Elderly/ Handicapped	Small Family	Large Family
Renters				
Other HUD	82.5%	82.7%	82.1%	81.1%
CDBG	8.3%	9.4%	8.7%	9.1%
State and Local	9.2%	7.9%	9.0%	9.8%
Owners				
Other HUD	24.0%	17.9%	28.3%	28.5%
CDBG	64.0%	72.5%	58.5%	57.8%
State and Local	12.0%	9.6%	13.2%	11.2%

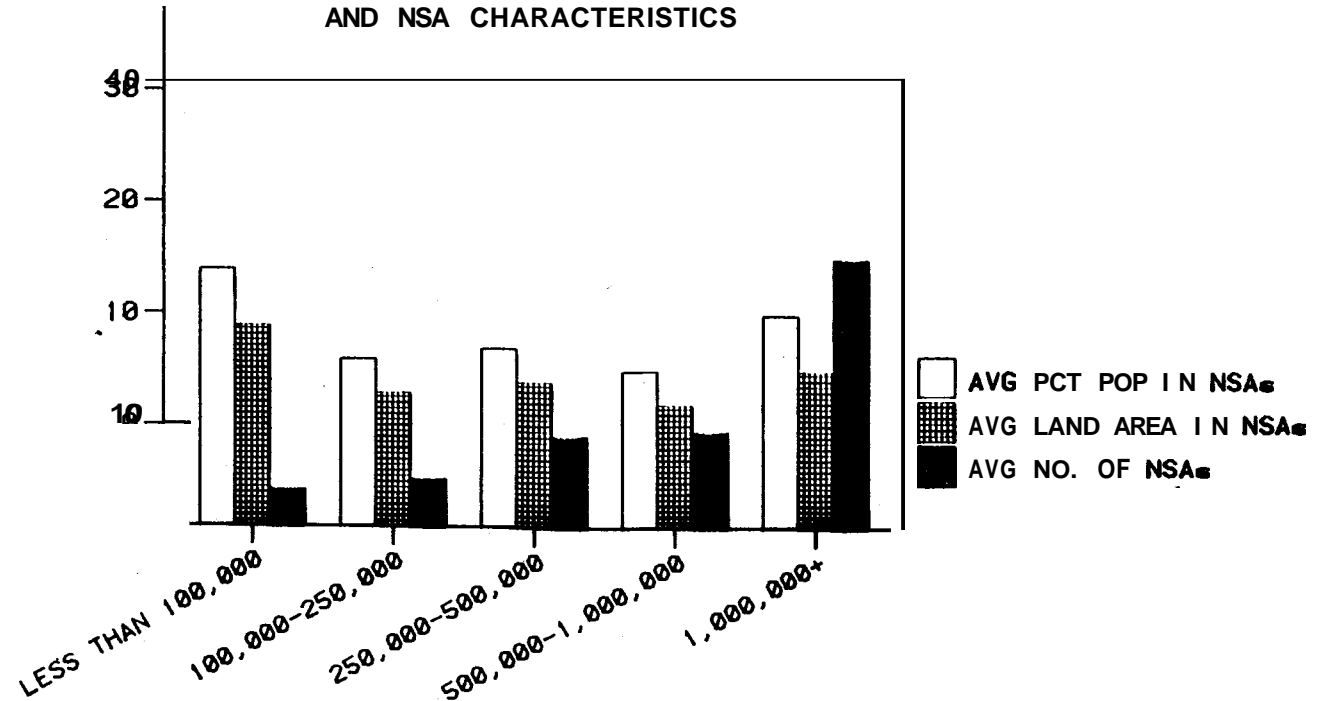
A-VI NEIGHBORHOOD STRATEGY AREAS

Neighborhood Strategy Areas are discussed in Chapter 5, Section 3 of the report. Tables VI-1 through VI-13 present information on annual and cumulative CDBG program funds budgeted to NSAs by various city and census-tract level characteristics. Table VI-14 through Tables VI-19 depict the composition of NSA funding by Activity Group and Purpose, and census tract level-spending. Tables VI-20 to VI-25 present data on funds budgeted by the degree of Census Tract distress. These data were compiled from the Office of Evaluation's CDBG Evaluation Data Base.

Tables for each dependent variable are presented according to the order of the following independent variables:

- Year
- Region
- City type
- City distress
- Grant size
- City size
- City population growth
- City percent minority
- Census tract distress
- Low- and moderate-income benefit
- Census tract percent minority
- Program purpose
- Activity group

RELATIONSHIP BETWEEN CITY POPULATION
AND NSA CHARACTERISTICS



RELATIONSHIP BETWEEN CITY DISTRESS
AND NSA CHARACTERISTICS

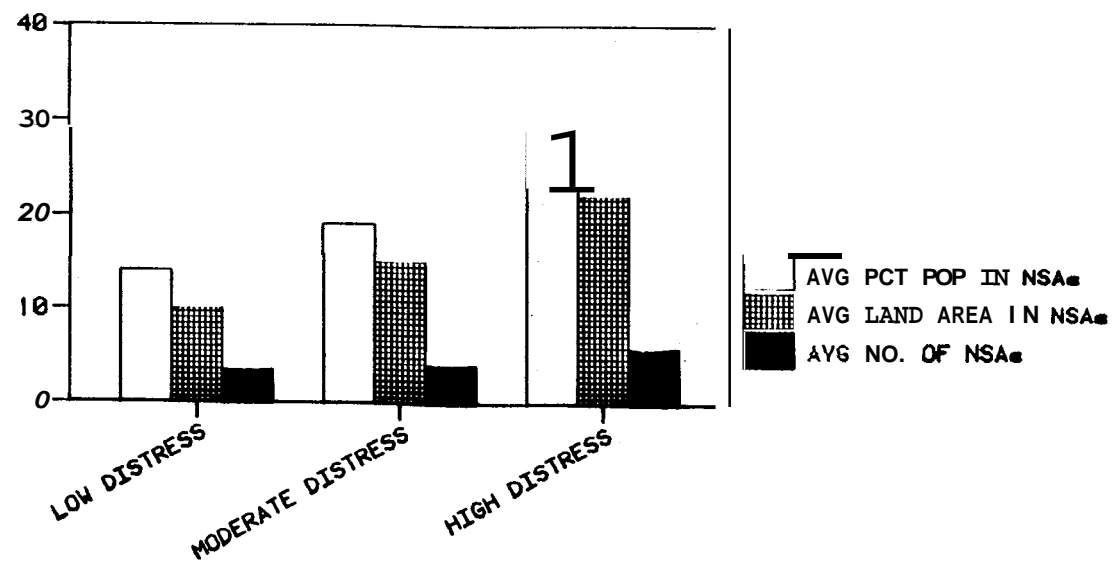


TABLE A-VI-1
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS
BY YEAR¹
(Dollars in Millions)

AREA TYPE	CUMULATIVE	BY YEAR	
	1979-1980	1979	1980
NSA			
Amount	\$2045.7	\$983.8	\$1061.9
Percent	50.4%	49.8%	50.9%
Non-NSA/City-wide			
Amount	\$2014.4	\$990.1	\$1024.3
Percent	49.6%	50.2%	49.1%
Total			
Amount	\$4060.1	\$1973.9	\$2086.2
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	48.6%	51.4%

¹In this and in subsequent tables, row figures may not total to national figures due to rounding or exclusion of missing data.

TABLE A-VI-2
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS
BY CENSUS REGION
(Dollars in Millions)

AREA TYPE	NATIONAL	CENSUS REGION'				
	1979-1980	1979-1980				
		North East	North Central	South	West	Puerto Rico
NSA						
Amount	\$2045.7	\$562.3	\$688.5	\$441.7	\$270.8	\$82.2
Percent	50.4%	44.1%	55.9%	52.6%	47.9%	55.7%
Non-NSA/City-wide						
Amount	\$2014.4	\$713.3	\$542.3	\$398.3	\$294.6	\$65.5
Percent	49.6%	55.9%	44.1%	47.4%	52.1%	44.3%
Total						
Amount	\$4060.1	\$1275.6	\$1230.8	\$840.0	\$565.4	\$147.7
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	31.4%	30.3%	20.7%	13.9%	3.6%
	1979			1979		
NSA						
Amount	\$983.8	\$249.1	\$307.8	\$259.5	\$135.2	\$32.0
Percent	49.8%	40.9%	56.3%	55.7%	47.6%	46.9%
Non-NSA/City-wide						
Amount	\$990.1	\$360.1	\$238.8	\$206.2	\$148.9	\$36.3
Percent	50.2%	59.1%	43.7%	44.3%	52.4%	53.1%
Total						
Amount	\$1973.9	\$609.2	\$546.6	\$465.7	\$284.1	\$68.3
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	30.4%	27.7%	23.6%	14.4%	3.5%

TABLE A-VI-2

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS**

**BY CENSUS REGION
(Dollars in Millions)**

AREA TYPE	NATIONAL	CENSUS REGION				
	1980	1980				
		North East	North Central	South	Wort	Puerto Rico
NSA Amount Percent	\$1061.9 50.9%	\$313.2 47.0%	\$380.7 55.8%	\$182.2 48.7%	\$135.6 48.2%	\$50.2 63.1%
Non-NSA/City-wide Amount Percent	\$1024.3 49.1%	\$353.3 53.0%	\$303.6 44.4%	\$192.2 51.3%	\$145.9 51.8%	\$29.3 46.9%
Total Amount Column Percent Row Percent	\$2086.2 100.0% 100.0%	\$666.5 100.0% 32.0%	\$684.3 100.0% 32.8%	\$374.4 100.0% 18.0%	\$281.5 100.0% 13.5%	\$79.5 100.0% 3.8%

TABLE A-VI-3

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS**

**BY CITY TYPE
(Dollars in Millions)**

AREA TYPE	NATIONAL	CITY TYPE	
	1979-1980	1979-1980	
		Central	Suburban
NSA			
Amount	\$2045.7	\$1847.1	\$198.5
Percent	50.4%	50.6%	48.3%
Non-NSA/City-wide			
Amount	\$2014.4	\$1801.9	\$212.5
Percent	49.6%	48.4%	51.7%
Total			
Amount	\$4060.1	\$3649.0	\$411.0
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	89.9%	10.1%
	1979	1979	
NSA			
Amount	\$983.8	\$886.0	\$97.7
Percent	49.8%	50.1%	47.7%
Non-NSA/City-wide			
Amount	\$990.1	\$883.2	\$107.0
Percent	50.2%	48.9%	52.3%
Total			
Amount	\$1973.9	\$1876.2	\$204.7
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	89.6%	10.4%

TABLE A-VI-3

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS**

**BY CITY TYPE
(Dollars in Millions)**

AREA TYPE	NATIONAL	CITY TYPE	
	1980	1980	1980
		Central	Suburban
NSA			
Amount	\$1061.9	\$961.1	\$100.8
Percent	50.9%	51.1%	40.9%
Non-NSA/City-wide			
Amount	\$1024.4	\$918.8	\$105.4
Percent	49.1%	40.9%	51.1%
Total			
Amount	\$2086.2	\$1879.9	\$206.2
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	90.1%	9.9%

TABLE A-VI-4

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS**

BY CITY DISTRESS

(Dollars in Millions)

AREA TYPE	NATIONAL	CITY DISTRESS		
	1979-1980	Least Distressed	Moderate Distress	Most Distressed
NSA				
Amount	\$2045.7	\$433.8	\$337.8	\$1274.1
Percent	50.4%	54.4%	43.1%	51.4%
Non-NSA/City-wide				
Amount	\$2014.4	\$363.8	\$445.4	\$1205.3
Percent	49.6%	45.6%	56.9%	48.6%
Total				
Amount	\$4060.1	\$797.6	\$783.2	\$2479.4
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	19.6%	19.3%	61.1%
1979				
NSA				
Amount	\$983.8	\$222.7	\$161.4	\$599.7
Percent	49.8%	55.5%	42.1%	50.4%
Non-NSA/City-wide				
Amount	\$990.1	\$178.7	\$221.5	\$589.9
Percent	50.2%	44.5%	57.9%	48.6%
Total				
Amount	\$1973.9	\$401.4	\$382.9	\$1189.6
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	20.3%	19.4%	60.3%

TABLE A-VI-4
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS
BY CITY DISTRESS
(Dollars in Millions)

AREA TYPE	NATIONAL	CITY DISTRESS		
	1980	Least Distressed	Moderate Distress	Most Distressed
NSA Amount Percent	\$1061.9 50.9%	\$211.1 53.3%	\$176.4 44.1%	\$674.4 52.3%
Non-NSA/City-wide Amount Percent	\$1024.3 49.1%	\$185.0 46.7%	\$223.9 55.9%	\$615.5 47.7%
Total Amount Column Percent Row Percent	\$2086.2 100.0% 100.0%	\$396.1 100.0% 19.0%	\$400.3 100.0% 19.2%	\$1289.9 100.0% 61.8%

TABLE A-VI-5

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS**

**BY GRANT SIZE
(Dollars in Millions)**

AREA TYPE	NATIONAL	GRANT SIZE				
	1979-1980	1979-1980				
		TO \$1,000,000	\$1,000,000- \$1,999,999	\$2,000,000- \$3,999,999	\$4,000,000- \$9,999,999	\$10,000,000 +
NSA						
Amount	\$2045.7	\$116.3	\$189.3	\$304.1	\$375.8	\$1060.2
Percent	50.4%	53.2%	50.5%	50.8%	56.4%	48.2%
Non-NSA/City-wide						
Amount	\$2014.4	\$102.5	\$185.4	\$284.3	\$290.9	\$1141.3
Percent	49.6%	48.8%	49.5%	49.2%	43.6%	81.8%
Total						
Amount	\$4060.1	\$218.8	\$374.7	5598.4	\$666.7	\$2201.5
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	5.4%	9.2%	14.7%	16.4%	54.2%
	1979			1979		
NSA						
Amount	\$983.8	\$44.2	\$96.2	\$129.6	\$222.5	\$491.3
Percent	49.8%	46.9%	54.0%	45.9%	59.0%	47.2%
Non-NSA/City-wide						
Amount	\$990.1	\$50.1	582.0	5152.9	\$154.9	\$550.3
Percent	50.2%	53.1%	46.0%	54.1%	41.0%	52.8%
Total						
Amount	\$1973.9	\$94.3	\$178.2	\$282.5	\$377.4	\$1041.6
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	4.8%	9.0%	14.3%	19.1%	52.8%

TABLE A-VI-5
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS
BY GRANT SIZE
(Dollars in Millions)

AREA TYPE	NATIONAL	GRANT SIZE				
	1980	1980				
		TO \$1,000,000	\$1,000,000- \$1,999,999	\$2,000,000- \$3,999,999	\$4,000,000- \$9,999,999	\$10,000,000 +
NSA						
Amount	\$1061.9	\$72.1	\$93.0	\$174.5	\$153.3	\$568.9
Percent	50.9%	57.9%	47.4%	55.2%	53.0%	49.1%
Non-NSA/City-wide						
Amount	\$1024.3	\$52.5	\$103.5	\$141.4	\$135.9	\$591.0
Percent	49.1%	42.1%	52.6%	44.8%	47.0%	50.9%
Total						
Amount	\$2086.2	\$124.6	\$196.5	\$315.9	\$289.2	\$1159.9
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	6.0%	9.4%	15.2%	13.9%	55.6%

TABLE A-VI-6
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS
BY CITY SIZE
(Dollars in Millions)

AREA TYPE	NATIONAL	CITY SIZE				
	1979-1980	1979-1980				
		TO 100,000	100,000- 249,999	250,000- 499,999	500,000- 999,999	1,000,000 +
NSA						
Amount	\$2045.7	\$551.9	\$353.5	\$254.6	\$314.8	\$570.9
Percent	50.4%	55.0%	50.0%	43.9%	50.2%	49.9%
Non-NSA/City-wide						
Amount	\$2014.4	\$451.0	\$352.9	\$325.3	\$312.0	\$573.2
Percent	49.6%	45.0%	50.0%	56.1%	49.8%	50.1%
Total						
Amount	\$4060.1	\$1002.9	\$706.4	\$579.9	\$626.8	\$1144.1
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	24.7%	17.4%	14.3%	15.4%	28.2%
	1979	1979				
NSA						
Amount	\$983.8	\$278.4	\$174.3	\$130.6	\$169.6	\$230.9
Percent	49.8%	56.4%	48.5%	46.8%	51.4%	45.1%
Non-NSA/City-wide						
Amount	\$990.1	\$215.5	\$184.7	\$148.3	\$160.2	\$281.5
Percent	50.2%	43.6%	51.5%	53.2%	48.6%	54.9%
Total						
Amount	\$1973.9	\$493.9	\$359.0	\$278.9	\$329.8	\$512.5
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	25.0%	18.2%	14.1%	16.7%	26.0%

TABLE A-VI-6
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS
BY CITY SIZE
(Dollars in Millions)

AREA TYPE	NATIONAL	CITY SIZE				
	1980	1980				
		TO 100,000	100,000. 249,999	250,000- 499,999	500,000- 999,999	1,000,000 +
NSA Amoun. Percent	\$1061.9 50.9%	\$273.6 53.7%	\$179.2 51.6%	\$123.9 41.2%	\$145.2 48.9%	\$340.0 53.8%
Non-NSA/City-wide Amount Percent	\$1024.3 49.1%	\$235.6 46.3%	\$168.2 48.4%	\$176.9 58.8%	\$151.8 51.1%	\$291.7 46.2%
Total Amount Cdumn Percent Row Percent	\$2086.2 100.0% 100.0%	\$509.2 100.0% 24.4%	5347.4 100.0% 16.7%	\$300.8 100.0% 14.4%	\$297.0 100.0% 14.2%	\$631.7 100.0% 30.3%

TABLE A-VI-7

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS**

**BY CITY POPULATION GROWTH
(Dollars in Millions)**

AREA TYPE	NATIONAL	CITY POPULATION GROWTH		
	1979-1980	1979-1980		
		Decreasing	Stable	Increasing
NSA				
Amount	\$2045.7	\$1164.5	\$389.2	\$491.9
Percent	50.4%	48.8%	51.2%	53.8%
Non-NSA/City-wide				
Amount	\$2014.4	\$1219.7	\$371.7	\$423.0
Percent	49.6%	51.2%	48.8%	46.2%
Total				
Amount	\$4060.1	\$2384.2	\$760.9	\$914.9
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	58.7%	18.8%	22.5%
	1979		1979	
NSA				
Amount	\$983.8	\$543.8	\$205.7	\$234.3
Percent	49.8%	48.1%	52.8%	51.6%
Non-NSA/City-wide				
Amount	\$990.1	\$586.7	\$183.5	\$219.9
Percent	50.2%	51.9%	47.2%	48.4%
Total				
Amount	\$1973.9	\$1130.5	\$389.2	\$454.2
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	57.3%	19.7%	23.0%

TABLE A-VI-7
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS
BY CITY POPULATION GROWTH
(Dollars in Millions)

AREA TYPE	NATIONAL	CITY POPULATION GROWTH		
	1980	Decreasing	Stable	Increasing
NSA				
Amount	\$1061.9	\$620.7	\$183.6	\$257.6
Percent	50.9%	49.5%	49.4%	55.9%
Non-NSA/City-wide				
Amount	\$1024.3	\$633.0	\$188.2	\$203.1
Percent	49.1%	50.5%	50.6%	44.1%
Total				
Amount	\$2086.2	\$1253.7	\$371.8	\$460.7
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	60.1%	17.8%	22.1%

TABLE A-VI-8

ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO NEIGHBORHOOD STRATEGY AREAS

BY CITY PERCENT MINORITY
(Dollars in Millions)

AREA TYPE	NATIONAL	CITY PERCENT MINORITY				
	1979-1980	0-20%	21-40%	41-60%	61 + %	Puerto Rico
NSA						
Amount	\$2045.7	743.8	\$954.1	\$202.8	\$52.9	\$82.2
Percent	50.4%	49.3%	52.5%	44.4%	50.4%	55.6%
Non-NSA/ City-wide						
Amount	\$2014.4	\$765.7	\$864.3	\$253.6	\$52.1	\$65.6
Percent	49.6%	50.7%	47.5%	55.6%	49.6%	44.4%
Total						
Amount	\$4060.1	\$1509.5	\$1818.4	\$456.4	\$105.0	\$147.8
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	37.4%	46.0%	11.3%	2.6%	3.7%
	1979			1979		
NSA						
Amount	\$983.8	\$357.0	\$439.1	\$119.0	\$32.7	\$32.0
Percent	49.8%	49.0%	51.2%	49.2%	50.3%	46.9%
Non-NSA/ City-wide						
Amount	\$990.1	\$372.5	\$418.9	\$123.1	\$32.2	\$36.3
Percent	50.2%	51.0%	48.8%	50.8%	49.7%	63.1%
Total						
Amount	\$1973.9	\$729.5	\$858.0	\$242.1	\$64.9	\$68.3
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	37.2%	43.7%	12.3%	3.3%	3.5%

TABLE A-VI-8
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS
BY CITY PERCENT MINORITY
(Dollars In Millions)

AREA TYPE	NATIONAL	CITY PERCENT MINORITY				
	1980	0-20%	21-40%	41-60%	61 + %	Puerto Rico
NSA						
Amount	\$1061.9	\$386.7	\$514.9	\$83.7	\$20.2	\$50.2
Percent	50.9%	49.6%	53.6%	39.1%	50.4%	63.1%
Non-NSA/ City-wide						
Amount	\$1024.3	\$393.2	\$445.4	\$130.6	\$19.8	\$29.3
Percent	49.1%	50.4%	46.4%	60.9%	49.8%	39.9%
Total						
Amount	\$2086.2	\$779.9	\$960.3	\$214.3	\$40.0	\$79.5
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	37.6%	46.3%	10.3%	1.9%	3.8%

TABLE A-VI-9
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS
BY CENSUS TRACT DISTRESS
(Dollars in Millions)

AREA TYPE ¹	NATIONAL	TRACT DISTRESS		
	1978-1980	1978-1980	1978-1980	1978-1980
		Least Distressed	Moderate Distress	Most Distressed
NSA				
Amount	\$1960.2	\$176.4	\$584.9	\$1198.9
Percent	61.5%	46.6%	61.2%	64.7%
Non-NSA				
Amount	\$1228.9	\$202.6	\$371.1	\$655.2
Percent	38.5%	53.4%	38.8%	35.3%
Total				
Amount	\$3189.0	\$379.0	\$956.0	\$1854.0
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	11.9%	30.0%	58.1%
	1979		1979	
NSA				
Amount	\$934.8	\$87.5	\$296.7	\$550.6
Percent	59.7%	44.9%	61.7%	62.0%
Non-NSA				
Amount	\$629.8	\$107.4	\$184.5	\$337.9
Percent	40.3%	55.1%	38.3%	38.0%
Total				
Amount	\$1564.6	\$194.9	\$481.2	\$888.5
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	12.4%	30.8%	56.8%

¹ Excludes Citywide

TABLE A-VI-9
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS
BY CENSUS TRACT DISTRESS
(Dollars in Millions)

AREA TYPE ¹	NATIONAL	TRACT DISTRESS		
	1980	1980	1980	1980
		Least Distressed	Moderate Distress	Mort Distressed
NSA Amount Percent	\$1025.4 63.1 %	\$89.0 48.3%	\$288.2 60.7%	\$648.2 67.1%
Non-NSA Amount Percent	\$599.1 38.9%	\$95.2 51.7%	\$186.6 39.3%	\$317.3 32.9%
Total Amount Column Percent Row Percent	\$1624.5 100.0% 100.0%	\$184.2 100.0% 11.3%	\$474.8 100.0% 29.2%	\$965.5 100.0% 59.4%

Excludes City-wide

TABLE A-VI-10
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS
BY BENEFIT TO LOW AND MODERATE INCOME CENSUS TRACTS
(Dollars in Millions)

AREA TYPE ¹	NATIONAL	LOW AND MODERATE INCOME BENEFIT	
	1979-1980	1979-1980	
		Low and Moderate Income Benefit	Non-Low and Moderate Income Benefit
NSA			
Amount	\$1987.3	\$1297.2	\$690.1
Percent	61.3%	64.7%	55.9%
Non-NSA			
Amount	\$1253.8	\$708.7	\$545.1
Percent	38.7%	35.3%	44.1%
Total			
Amount	\$3241.1	\$2005.9	\$1235.2
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	61.9%	38.1%
	1979	1979	
NSA			
Amount	\$949.4	\$615.4	\$334.0
Percent	59.7%	62.8%	54.7%
Non-NSA			
Amount	\$642.1	\$365.0	\$277.1
Percent	40.3%	37.2%	45.3%
Total			
Amount	\$1591.5	\$980.4	\$611.1
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	61.6%	38.4%

¹Excludes City-wide

TABLE A-VI-10

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS**

BY BENEFIT TO LOW AND MODERATE INCOME CENSUS TRACTS
(Dollars in Millions)

AREA TYPE ¹	NATIONAL	LOW AND MODERATE INCOME BENEFIT	
	1980	1980	1980
		Low and Moderate Income Benefit	Non-Low and Moderate Income Benefit
NSA			
Amount	\$1037	\$681.8	\$356.1
Percent	62.9%	66.5%	57.1%
Non-NSA			
Amount	\$611.8	\$343.7	\$268.1
Percent	37.1%	33.5%	42.9%
Total			
Amount	\$1649.7	\$1025.5	\$624.2
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	62.2%	37.8%

¹Excludes City-wide

TABLE A-VI-11

ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREASBY CENSUS TRACT PERCENT MINORITY
(Dollars in Millions)

AREA TYPE ¹	NATIONAL	TRACT PERCENT MINORITY					
	1979-1980	1979-1980					
		0-20%	21-40%	41-60%	61-80%	61 + %	Puerto Rico
NSA							
Amount	\$1996.8	\$716.1	\$236.0	\$188.9	\$206.7	\$567.0	\$82.1
Percent	61.1%	55.0%	62.0%	60.4%	66.4%	69.4%	56.6%
Non-NSA							
Amount	\$1271.6	\$585.1	\$144.9	\$123.7	\$104.7	\$250.3	\$62.9
Percent	38.9%	45.0%	38.0%	39.6%	33.6%	30.6%	43.4%
Total							
Amount	\$3268.4	\$1301.2	\$380.9	\$312.6	\$311.4	\$817.3	\$145.0
column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	39.8%	11.7%	9.6%	9.5%	25.0%	4.4%
	1979	1979					
NSA							
Amount	\$951.4	\$340.3	\$122.5	\$90.0	\$99.9	\$266.8	\$31.9
Percent	59.3%	53.6%	61.9%	58.0%	67.9%	86.6%	47.1%
Non-NSA							
Amount	\$652.3	\$295.0	\$75.4	\$65.3	\$47.2	\$133.6	\$35.8
Percent	40.7%	46.4%	38.1%	42.0%	32.1%	33.3%	52.9%
Total							
Amount	\$1603.7	\$635.3	\$197.9	\$155.3	\$147.1	\$400.4	\$67.7
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	39.6%	12.3%	9.7%	9.2%	25.0%	4.2%

¹Excludes City-wide

TABLE A-VI-11
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS
BY CENSUS TRACT PERCENT MINORITY
(Dollars in Millions)

AREA TYPE ¹	NATIONAL	TRACT PERCENT MINORITY					
	1980	1980					Puerto Rico
		0-20%	21-40%	41-60%	61-80%	81 + %	
NSA							
Amount	\$1045.3	\$375.7	\$113.6	\$98.7	\$106.8	\$300.3	\$50.2
Percent	62.8%	56.4%	62.0%	62.8%	65.0%	72.0%	64.9%
Non-NSA							
Amount	\$619.3	\$290.1	\$69.5	\$58.4	\$57.5	\$116.7	\$27.1
Percent	31.2%	43.6%	38.0%	37.2%	35.0%	28.0%	35.1%
Total							
Amount	\$1664.6	\$665.7	\$183.1	\$157.1	\$164.3	\$417.0	\$77.3
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	40.0%	11.0%	9.4%	9.9%	25.1%	4.6%

¹ Excludes Citywide

TABLE A-VI-12

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS**

**BY PROGRAM PURPOSE
(Dollars in Millions)**

AREA TYPE	NATIONAL	PROGRAM PURPOSE				
	1980	1980	1980	1980	1980	1980
		Conserve/ Expand Housing Stock	Neighbor- Conserva- tion	General Public Improve- ments & Services	Provision of Social Services	Economic Develop. ment
NSA						
Amount	\$1061.9	\$458.2	\$389.1	\$2.0	\$151.1	\$59.7
Percent	50.9%	52.0%	76.5%	0.7%	70.1%	30.4%
Non-NSA/ citywide						
Amount	\$1024.3	\$423.5	\$119.4	\$279.8	\$64.5	\$136.7
Percent	49.1%	48.0%	23.5%	99.3%	29.9%	69.6%
Total						
Amount	\$2086.2	\$881.7	\$508.5	\$281.8	\$215.6	\$196.4
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	42.3%	24.4%	13.5%	10.3%	9.4%

TABLE A-VI-13

ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO NEIGHBORHOOD STRATEGY AREAS

BY ACTIVITY GROUP (Dollars in Millions)

AREA TYPE	NATIONAL	ACTIVITY GROUP					
	1979-1980	1979-1980					
		Housing Rehab & Related	Public works	Acquisi- tion/ Demolition	Public services	Public Facilities	Open Spaces & Parks
NSA							
Amount	\$2045.7	\$644.0	\$511.1	\$339.2	\$340.6	\$124.2	\$86.6
Percent	50.4%	47.4%	47.8%	46.1%	78.8%	44.3%	47.0%
Non-NSA/ City-wide							
Amount	\$2014.4	\$714.2	\$558.5	\$395.8	\$91.8	\$156.3	\$97.8
Percent	49.6%	52.6%	52.2%	53.9%	21.2%	55.7%	53.0%
Total							
Amount	\$4060.1	\$1356.2	\$1069.6	\$735.0	\$432.4	\$280.5	\$184.4
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	180.0%
Row Percent	100.0%	33.5%	26.4%	18.1%	10.7%	6.9%	4.5%
	1979				1979		
NSA							
Amount	\$983.8	\$283.4	\$267.8	\$164.8	\$158.4	\$61.1	\$48.3
Percent	49.8%	44.3%	52.2%	43.6%	74.6%	45.8%	49.5%
Non-NSA/ Citywide							
Amount	\$990.1	\$355.9	\$245.5	\$213.4	\$53.9	\$72.1	\$49.2
Percent	50.2%	55.7%	47.8%	56.4%	25.4%	54.2%	50.5%
Total							
Amount	\$1973.9	\$639.3	\$513.3	\$378.2	\$212.3	\$133.2	\$97.5
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
- Row Percent	100.0%	32.4%	26.0%	19.2%	10.8%	6.8%	4.9%

TABLE A-VI-13

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED TO
NEIGHBORHOOD STRATEGY AREAS**

**BY ACTIVITY GROUP
(Dollars in Millions)**

AREA TYPE	NATIONAL	ACTIVITY GROUP					
	1980	1980					
		Housing Rehab & Related	Public works	Acquisi- tion/ Demolition	Public Services	Public Facilities	Open Spaces & Parks
NSA							
Amount	\$1061.9	\$360.7	\$243.2	\$174.4	\$182.2	\$63.1	\$38.3
Percent	50.9%	50.2%	43.7%	48.9%	82.8%	42.9%	44.1%
Non-NSA/ Citywide							
Amount	\$1024.3	\$358.2	\$313.0	\$182.5	\$37.7	\$84.1	\$48.6
Percent	49.1%	49.8%	56.3%	51.1%	17.2%	56.1%	55.9%
Total							
Amount	\$2086.2	\$718.9	\$556.2	\$356.9	\$219.9	\$147.2	\$86.9
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	34.5%	26.7%	17.1%	10.5%	7.1%	4.2%

TABLE A-VI-14

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
CITY SIZE AND SPENDING IN NEIGHBORHOOD STRATEGY AREAS**

(Dollars in Millions)

	NATIONAL	AREA TYPE	
	1979-1980	1979-1980	
city Size		NSA	Non-NSA/City-Wide
To 100,000			
Amount	\$1002.9	\$ 551.9	\$ 451.0
Percent	24.7%	27.0%	22.4%
100,000-249,999			
Amount	\$ 706.4	\$ 353.5	\$ 352.9
Percent	17.4%	17.3%	17.5%
250,000-499,999			
Amount	\$ 579.9	\$ 254.6	\$325.3
Percent	14.3%	12.5%	16.2%
500,000-999,999			
Amount	\$ 626.8	\$ 314.8	\$ 312.0
Percent	15.4%	15.4%	15.5%
1,000,000 +			
Amount	\$1144.1	\$ 570.9	\$ 573.2
Percent	28.2%	27.9%	28.5%
Total			
Amount	\$4060.1	\$2045.7	\$2014.4
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	50.4%	48.6%

TABLE A-VI-14

ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
CITY SIZE AND SPENDING IN NEIGHBORHOOD STRATEGY AREAS

(Dollars @ Millions)

	NATIONAL	AREA TYPE	
	1979	1979	
City Size		NSA	Non-NSA/ City-Wide
To 100,000			
Amount	\$ 493.9	\$278.4	\$215.5
Percent	25.0%	28.3%	21.8%
100,000-249,999			
Amount	\$ 359.0	\$174.3	\$184.7
Percent	18.2%	17.7%	18.7%
250,000-499,999			
Amount	\$ 278.9	\$130.6	\$148.3
Percent	14.1%	13.3%	15.0%
500,000-999,999			
Amount	\$ 329.8	\$169.6	\$160.2
Percent	16.7%	17.2%	16.2%
1,000,000 +			
Amount	\$ 512.4	\$230.9	\$281.5
Percent	26.0%	23.5%	28.4%
Total			
Amount	\$1973.9	\$983.8	\$990.1
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	49.8%	50.2%

TABLE A-VI-14

**ANNUAL AND CUMULATIVE COBG PROGRAM FUNDS BUDGETED BY
CITY SIZE AND SPENDING IN NEIGHBORHOOD STRATEGY AREAS**

(Dollars in Millions)

City Size	NATIONAL	AREA TYPE	
	1980	1980	
		NSA	Non-NSA/ City-Wide
To 100,000			
Amount	\$ 509.2	\$ 273.6	\$ 235.6
Percent	24.4%	25.8%	23.0%
100,000-249,999			
Amount	\$ 347.4	\$ 179.2	\$168.2
Percent	16.7%	16.9%	16.4%
250,000-499,999			
Amount	\$ 300.8	\$ 123.9	\$ 176.9
Percent	14.4%	11.7%	17.3%
500,000-999,999			
Amount	\$ 297.0	\$ 145.2	\$ 151.8
Percent	14.2%	13.7%	14.8%
1,000,000 +			
Amount	\$ 631.7	\$ 340.0	\$ 291.7
Percent	30.3%	32.0%	28.5%
Total			
Amount	\$2086.2	\$1061.9	\$1024.3
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	50.9%	49.1%

TABLE A-VI-15

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
CENSUS TRACT DISTRESS AND SPENDING IN
NEIGHBORHOOD STRATEGY AREAS**

(Dollars in Millions)

CENSUS TRACT DISTRESS	NATIONAL	AREA TYPE	
	1979-1980	1979-1980	
		NSA	Non-NSA ¹
Least Distressed			
Amount	\$ 378.8	\$ 176.4	\$ 202.6
Percent	11.9%	9.0%	16.5%
Moderate Distress			
Amount	\$ 952.9	\$ 584.9	\$ 371.1
Percent	29.9%	29.8%	30.2%
Most Distressed			
Amount	\$1852.2	\$1198.9	\$ 655.2
Percent	58.2%	61.2%	53.3%
Total			
Amount	\$3183.9	\$1960.2	\$1228.9
Row Percent	100.0%	61.5%	38.5%
Column Percent	100.0%	100.0%	100.0%

¹Excludes citywide spending

TABLE A-VI-15

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
CENSUS TRACT DISTRESS AND SPENDING IN
NEIGHBORHOOD STRATEGY AREAS**

(Dollars in Millions)

CENSUS TRACT DISTRESS	NATIONAL	AREA TYPE	
	1979	1979	
		NSA	Non-NSA ¹
Least Distressed			
Amount	\$ 194.9	5 87.5	\$107.4
Percent	12.5%	9.4%	17.1%
Moderate Distress			
Amount	\$ 479.1	5296.7	\$184.5
Percent	30.7%	31.7%	29.3%
Most Distressed			
Amount	\$ 887.5	\$550.6	\$337.9
Percent	56.8%	58.9%	53.6%
Total			
Amount	\$1561.5	\$934.8	\$629.8
Row Percent	100.0%	59.7%	40.3%
Column Percent	100.0%	100.0%	100.0%

¹Excludes city-wide spending

TABLE A-VI-15

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
CENSUS TRACT DISTRESS AND SPENDING IN
NEIGHBORHOOD STRATEGY AREAS**

(Dollars in Millions)

CENSUS TRACT DISTRESS	NATIONAL	AREA TYPE	
	1980	1980	
		NSA	Non-NSA ¹
Least Distressed			
Amount	\$ 183.9	\$ 89.0	\$ 95.2
Percent	11.3%	8.7%	15.9%
Moderate Distress			
Amount	\$ 473.8	\$ 288.2	\$ 186.6
Percent	29.2%	28.1%	31.1%
Most Distressed			
Amount	\$ 964.7	\$ 648.2	\$ 317.3
Percent	59.5%	63.2%	53.0%
Total			
Amount	\$1622.4	\$1025.4	\$599.1
Row Percent	100.0%	63.1%	36.9%
Column Percent	100.0%	100.0%	100.0%

¹Excludes city-wide Spending

TABLE A-VI-16

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
BENEFIT TO LOW AND MODERATE INCOME CENSUS TRACTS
AND SPENDING IN NEIGHBORHOOD STRATEGY AREAS**

(Dollars in Millions)

	NATIONAL	AREA TYPE	
	1979-1980	1979-1980	
		NSA	Non-NSA ¹
Low and Moderate Income Benefit			
Low and Moderate Income Benefit Amount	\$2005.9	\$1297.2	\$ 708.7
Percent	61.9%	65.3%	56.5%
Non-Low and Moderate Income Benefit			
Amount	\$1235.3	\$ 690.1	\$ 545.1
Percent	38.1%	34.7%	43.5%
Total			
Amount	\$3241.2	\$1987.3	\$1253.8
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	61.3%	38.7%

Excludes citywide spending

TABLE A-VI-16

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
BENEFIT TO LOW AND MODERATE INCOME CENSUS TRACTS
AND SPENDING IN NEIGHBORHOOD STRATEGY AREAS**

(Dollars in Millions)

	NATIONAL	AREA TYPE	
	1979	NSA	Non-NSA'
Low and Moderate Income Benefit			
Amount	\$ 980.4	\$615.4	\$365.0
Percent	61.6%	64.8%	56.8%
Non-Low and Moderate Income Benefit			
Amount	\$ 611.1	\$334.0	\$277.1
Percent	38.4%	35.2%	43.2%
Total			
Amount	\$1591.5	\$949.4	\$642.1
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	59.6%	40.4%

'Excludes city-wide spending

TABLE A-VI-16

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
BENEFIT TO LOW AND MODERATE INCOME CENSUS TRACTS
AND SPENDING IN NEIGHBORHOOD STRATEGY AREAS**

(Dollars in Millions)

	NATIONAL	AREA TYPE	
	1980	1980	
		NSA	Non-NSA ¹
Low and Moderate Income Benefit			
Amount	\$1025.5	\$ 681.8	\$343.7
Percent	62.2%	65.7%	56.2%
Non-Low and Moderate Income Benefit			
Amount	\$ 624.2	\$ 356.1	\$268.1
Percent	37.8%	34.3%	43.8%
Total			
Amount	\$1649.7	\$1037.9	\$611.8
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	62.9%	37.1%

Excludes citywide spending

TABLE A-VI-17

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
CENSUS TRACT PERCENT MINORITY AND SPENDING IN
NEIGHBORHOOD STRATEGY AREAS**

(Dollars in Millions)

Census Tract Percent Minority	NATIONAL	AREA TYPE	
	1979-1980	1979-1980	
		NSA	Non-NSA ¹
0-20%			
Amount	\$1301.2	\$ 716.1	\$ 585.1
Percent	39.8%	35.9%	48.0%
21-40%			
Amount	\$ 380.9	\$ 236.0	\$ 144.9
Percent	11.7%	11.8	11.4%
41-60%			
Amount	\$ 312.6	\$ 188.9	\$ 123.7
Percent	9.6%	9.5%	9.7%
61-80%			
Amount	\$ 311.4	\$ 206.7	\$ 104.7
Percent	9.5%	10.4%	8.2%
81% +			
Amount	\$ 817.3	\$ 567.0	\$ 250.3
Percent	25.0%	28.4%	19.7%
Puerto Rico			
Amount	\$ 145.0	\$ 82.1	\$ 62.9
Percent	4.4%	4.1%	5.0%
Total			
Amount	\$3268.4	\$1996.8	\$1271.6
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	61.1%	38.9%

¹ Excludes citywide spending

TABLE A-VI-17
ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
CENSUS TRACT PERCENT MINORITY AND
SPENDING IN NEIGHBORHOOD STRATEGY AREAS

(Dollars in Millions)

	NATIONAL	AREA TYPE	
	1979	1979	
Census Tract Percent Minority		NSA	Non-NSA ¹
0-20%			
Amount	\$ 635.3	\$340.3	\$295.0
Percent	39.6%	35.8%	45.2%
21-40%			
Amount	\$ 197.9	\$122.5	\$ 75.4
Percent	12.3%	12.9%	11.6%
41-60%			
Amount	\$ 155.3	\$ 90.0	\$ 65.3
Percent	9.7%	9.5%	10.0%
61-80%			
Amount	\$ 147.1	\$ 99.9	\$ 47.2
Percent	9.2%	10.5%	7.2%
81 + %			
Amount	\$ 400.4	\$266.8	\$133.6
Percent	25.0%	28.0%	20.5%
Puerto Rico			
Amount	\$ 67.7	\$ 31.9	\$ 35.8
Percent	4.2%	3.4%	5.5%
Total			
Amount	\$1603.7	\$951.4	\$652.3
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	59.3%	40.7%

¹Excludes city-wide spending

TABLE A-VI-17

**ANNUAL AND CUMULATIVE COBG PROGRAM FUNDS BUDGETED BY
CENSUS TRACT PERCENT MINORITY AND
SPENDING IN NEIGHBORHOOD STRATEGY AREAS**

(Dollars in Millions)

Census Tract Percent Minority	NATIONAL	AREA TYPE	
	1980	1980	
		NSA	Non-NSA ¹
0-20%			
Amount	\$ 665.8	\$ 375.7	\$290.1
Percent	40.0%	35.9%	46.0%
21-40%			
Amount	\$ 183.1	\$ 113.6	\$ 69.5
Percent	11.0%	10.9%	11.2%
41-60%			
Amount	\$ 157.1	\$ 98.7	\$ 58.4
Percent	9.4%	9.4%	9.4%
61-80%			
Amount	\$ 164.3	\$ 106.8	\$ 57.5
Percent	9.9%	10.2%	0.3%
81 + %			
Amount	\$ 417.0	\$ 300.3	\$116.7
Percent	25.1%	28.7%	18.0%
Puerto Rico			
Amount	\$ 77.3	\$ 50.2	\$ 27.1
Percent	4.6%	4.8%	4.4%
Total			
Amount	\$1664.6	\$1045.3	\$619.3
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	62.8%	37.2%

¹Excludes citywide spending

TABLE A-VI-18

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
PURPOSE AND SPENDING IN NEIGHBORHOOD STRATEGY AREAS**

(Dollars in Millions)

PROGRAM PURPOSE	NATIONAL	AREA TYPE	
	1980	NSA	Non-NSA
Conserve/Expand Housing Stock			
Amount	\$ 881.7	\$ 458.2	\$ 423.5
Percent	42.3%	43.0%	41.0%
Neighborhood Conservation			
Amount	\$ 508.6	\$ 389.1	\$ 119.4
Percent	24.4%	37.0%	12.0%
General Public Improvements & Services			
Amount	\$ 281.8	\$ 2.0	\$ 279.8
Percent	13.5%	—	27.0%
Provision of Social Services			
Amount	\$ 215.6	\$ 151.1	\$ 64.5
Percent	10.3%	14.0%	6.0%
Economic Development			
Amount	\$ 196.4	\$ 59.7	\$ 136.7
Percent	9.4%	6.0%	13.0%
Total			
Amount	\$2084.1	\$1060.1	51023.9
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	50.9%	49.1%

TABLE A-VI-19

ANNUAL AND CULUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
ACTIVITY GROUP AND SPENDING IN NEIGHBORHOOD STRATEGY AREAS

(Dollars n Millions)

ACTIVITY GROUP	NATIONAL	AREA TYPE	
	1979-1980	1979-1980 NSA	1979-1980 Non-NSA
Housing Rehab & Related Amount Percent	\$1358.3 33.5%	\$ 644.0 31.0%	\$ 714.2 35.0%
Public Works Amount Percent	\$1069.6 26.3%	\$ 511.1 25.0%	\$ 558.5 28.0%
Acquisition/ Domolitlon Amount Percent	\$ 735.1 18.1%	\$ 339.2 17.0%	\$ 395.8 20.0%
Public Services Amount Percent	\$ 432.3 10.7%	\$ 340.6 17.0%	\$ 91.8 5.0%
Public Facilities Amount Percent	\$ 280.5 6.9%	\$ 124.2 6.0%	\$ 156.3 8.0%
Open Spaces & Parks Amount Porcent	\$ 184.5 4.5%	\$ 86.6 4.0%	\$ 97.8 5.0%
Total Amount Column Percent Row Percent	\$4060.1 100.0% 100.0%	\$2045.7 100.0% 50.4%	\$2014.4 100.0% 49.6%

TABLE A-VI-19

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
ACTIVITY GROUP AND SPENDING IN NEIGHBORHOOD STRATEGY AREAS**

(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	AREA TYPE	
	1979	1979	
		NSA	Non-NSA
Housing Rehab & Related Amount Percent	\$ 639.4 32.4%	\$284.4 29.0%	\$355.9 36.0%
Public Works Amount Percent	\$ 513.3 26.0%	\$267.8 27.0%	\$245.5 25.0%
Acquisition/ Demolition Amount Percent	\$ 378.2 19.2%	\$164.8 17.0%	\$213.4 22.0%
Public Services Amount Percent	\$ 212.4 10.8%	\$158.4 16.0%	\$ 53.9 5.0%
Public Facilities Amount Percent	\$ 133.3 6.8%	\$ 61.1 6.0%	\$ 72.1 7.0%
Open Spaces & Parks Amount Percent	\$ 97.5 4.9%	\$ 48.3 5.0%	\$ 49.2 5.0%
Total Amount Column Percent Row Percent	\$1973.9 100.0% 100.0%	\$984.8 100.0% 50.0%	\$990.0 100.0% 50.0%

TABLE A-VI-19

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
ACTIVITY GROUP AND SPENDING IN NEIGHBORHOOD STRATEGY AREAS**

(Dollars in Millions)

ACTIVITY GROUP	NATIONAL	AREA TYPE	
	1980	NSA	Non-NSA
Housing Rehab & Related Amount Percent	\$ 718.9 34.5%	\$ 360.7 34.0%	\$ 358.2 35.0%
Public Works Amount Percent	\$ 556.3 26.7%	\$ 243.2 23.0%	\$ 313.0 31.0%
Acquisition/ Demolition Amount Percent	\$ 356.9 17.1%	\$ 174.4 16.0%	\$ 182.5 18.0%
Public Services Amount Percent	\$ 219.9 10.5%	\$ 182.2 17.0%	\$ 37.7 4.0%
Public Facilities Amount Percent	\$ 147.2 7.1%	\$ 63.1 6.0%	\$ 84.1 8.0%
Open Spaces & Parks Amount Percent	\$ 87.0 4.2%	\$ 38.3 4.0%	\$ 48.6 5.0%
Total Amount Column Percent Row Percent	\$2086.2 100.0% 100.0%	\$1061.9 100.0% 51.0%	\$1024.1 100.0% 49.0%

TABLE A-VI- 20

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
CENSUS TRACT DISTRESS**

AND YEAR'

(Dollars in Millions)

TRACT DISTRESS	CUMULATIVE	BY YEAR		
	1978-1980	1978	1979	1980
Least Distressed				
Amount	\$608.1	\$229.4	\$194.8	\$183.9
Percent	12.6%	13.9%	12.5%	11.3%
Moderate Distress				
Amount	\$1443.4	\$490.5	\$479.1	\$473.8
Percent	29.9%	29.8%	30.7%	29.2%
Most Distressed				
Amount	\$2780.9	\$928.7	\$887.5	\$964.7
Percent	57.5%	56.3%	56.8%	59.5%
Total				
Amount	\$4832.4	\$1648.6	\$1561.4	\$1622.4
Column Percent	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	34.1%	32.3%	33.6%

'In this and in subsequent tables, row figures may not total to national figures due to rounding or exclusion of missing data.

TABLE A-VI- 21

ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
CENSUS TRACT DISTRESSAND REGION
(Dollars in Millions)

TRACT DISTRESS	NATIONAL	REGION				
	1978-1980	1978-1980				
		North Central	North East	South	West	Puerto Rico
Least Distressed						
Amount	\$608.1	\$148.5	\$224.1	\$132.2	\$73.3	\$29.9
Percent	12.6%	10.4%	16.5%	11.7%	10.0%	17.0
Moderate Distress						
Amount	\$1443.4	\$458.0	\$409.4	\$325.7	\$180.3	\$70.0
Percent	29.9%	32.0%	30.1%	28.7%	24.6%	39.8%
Most Distressed						
Amount	\$2780.9	\$5823.8	\$726.3	\$675.1	\$479.6	\$56.2
Percent	57.5%	57.6%	53.4%	59.6%	65.4%	43.3%
Total						
Amount	\$4832.4	\$1430.3	\$1359.8	\$1133.0	\$733.2	\$176.1
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	29.6%	28.1%	23.4%	15.2%	3.6%
	1978	1978				
Least Distressed						
Amount	\$229.4	\$51.4	\$97.5	\$46.8	\$24.0	\$9.6
Percent	13.9%	11.8%	19.2%	11.6%	9.5%	19.8%
Moderate Distress						
Amount	\$490.5	\$138.1	\$160.8	\$113.4	\$64.1	\$14.2
Percent	29.8%	31.7%	31.7%	28.0%	25.5%	29.2%
Most Distressed						
Amount	\$928.7	\$246.7	\$249.2	\$244.5	\$163.6	\$24.8
Percent	56.3%	56.6%	49.1%	60.4%	65.0%	51.0%
Total						
Amount	\$1648.6	\$436.2	\$507.5	\$404.7	\$251.7	\$48.6
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	26.5%	30.8%	24.5%	15.3%	2.9%

TABLE A-VI-21

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
CENSUS TRACT DISTRESS**

**AND REGION
(Dollars in Millions)**

TRACT DISTRESS	NATIONAL	REGION				
	1979	1979				
		North Central	North East	South	West	Puerto Rico
Least Distressed						
Amount	\$194.9	\$46.8	\$66.4	\$49.8	\$22.4	\$9.4
Percent	12.5%	10.5%	16.0%	12.4%	9.3%	15.7%
Moderate Distress						
Amount	\$479.1	\$143.7	\$126.0	\$122.3	\$61.5	\$25.6
Percent	30.7%	32.2%	30.4%	30.6%	25.5%	42.7%
Most Distressed						
Amount	\$887.5	\$255.2	\$222.1	\$228.0	\$157.2	\$24.9
Percent	56.8%	57.3%	53.6%	57.0%	65.2%	41.6%
Total						
Amount	\$1561.5	\$445.7	\$414.5	\$400.1	\$241.1	\$59.9
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	28.5%	26.5%	25.6%	15.4%	3.8%
	1980	1980				
Least Distressed						
Amount	\$183.9	\$50.3	\$60.2	\$35.6	\$26.9	\$10.8
Percent	11.3%	9.2%	13.8%	10.8%	11.2%	16.0%
Moderate Distress						
Amount	\$473.8	\$176.3	\$122.5	\$90.1	\$54.8	\$30.2
Percent	29.2%	32.1%	28.0%	27.4%	22.8%	44.7%
Most Distressed						
Amount	\$964.7	\$321.8	\$255.0	\$202.6	\$158.8	\$26.5
Percent	59.5%	58.7%	58.3%	61.7%	66.0%	39.3%
Total						
Amount	\$1622.4	\$548.4	\$437.7	\$328.3	\$240.5	\$67.5
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	33.8%	27.0%	20.2%	14.8%	4.2%

TABLE A-VI-22

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
CENSUS TRACT DISTRESS**

**AND CITY TYPE
(Dollars in Millions)**

TRACT DISTRESS	NATIONAL	CITY TYPE	
	1978-1980	1978-1980	
		Central	Suburban
Least Distressed			
Amount	\$608.1	\$530.9	\$77.2
Percent	12.6%	12.3%	14.9%
Moderate Distress			
Amount	\$1443.4	\$1284.1	\$159.3
Percent	29.9%	29.8%	30.7%
Most Distressed			
Amount	\$2780.9	\$2499.1	\$281.8
Percent	57.5%	57.9%	54.4%
Total			
Amount	\$4832.4	\$4314.1	\$518.3
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	89.3%	107.7%
	1978	1978	
Least Distressed			
Amount	\$229.4	\$201.8	\$27.6
Percent	13.9%	13.7%	16.0%
Moderate Distress			
Amount	\$490.5	\$441.7	\$48.8
Percent	29.8%	29.9%	28.3%
Most Distressed			
Amount	\$928.7	\$832.8	\$95.9
Percent	56.3%	56.4%	55.7%
Total			
Amount	\$1648.6	\$1476.3	\$172.3
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	89.5%	10.5%

TABLE A-VI-22

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
CENSUS TRACT DISTRESS**

**AND CITY TYPE
(Dollars in Millions)**

TRACT DISTRESS	NATIONAL	CITY TYPE	
	1979	1979	
		Central	Suburban
Least Distressed			
Amount	\$194.9	\$169.4	\$25.5
Percent	12.5%	12.2%	14.9%
Moderate Distress			
Amount	\$479.1	\$420.5	\$58.6
Percent	30.7%	30.2%	34.3%
Most Distressed			
Amount	\$887.5	\$801.0	\$86.5
Percent	56.8%	57.6%	50.7%
Total			
Amount	\$1561.5	\$1390.9	\$170.6
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	89.1%	10.9%
	1980	1980	
Least Distressed			
Amount	\$183.9	\$159.7	\$24.2
Percent	11.3%	11.0%	13.8%
Moderate Distress			
Amount	\$473.8	\$421.9	\$51.9
Percent	29.2%	29.2%	29.6%
Most Distressed			
Amount	\$964.7	\$865.3	\$99.4
Percent	59.5%	59.8%	56.6%
Total			
Amount	\$1622.4	\$1446.9	\$175.5
Column Percent	100.0%	100.0%	100.0%
Row Percent	100.0%	89.2%	10.8%

TABLE A-VI-23

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
CENSUS TRACT DISTRESS**

**AND GRANT SIZE
(Dollars in Millions)**

TRACT DISTRESS	NATIONAL	GRANT SIZE				
	1978-1980	1978-1980				
		TO \$1,000,000	\$1,000,000- \$1,999,999	\$2,000,000- \$3,999,999	\$4,000,000- \$9,999,999	\$10,000,000 +
Least Distressed						
Amount	\$608.1	\$22.2	\$63.5	\$100.4	\$111.6	\$310.5
Percent	12.6%	12.2%	12.5%	11.6%	13.1%	12.8%
Moderate Distress						
Amount	\$1443.4	\$762.6	\$150.9	\$224.4	\$259.3	\$746.3
Percent	29.9%	34.4%	29.6%	26.0%	30.4%	30.8%
Most Distressed						
Amount	\$2780.9	\$97.1	\$295.1	\$537.8	\$482.9	\$1368.1
Percent	57.5%	53.4%	57.9%	62.3%	56.6%	56.4%
Total						
Amount	\$4832.4	\$181.9	\$509.5	\$862.6	\$853.8	\$2424.9
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	3.7%	10.5%	17.8%	17.7%	50.2%
	1978	1978				
Least Distressed						
Amount	\$229.4	\$5.8	\$29.8	\$24.9	\$48.6	\$120.3
Percent	13.9%	8.6%	16.2%	11.8%	13.9%	14.4%
Moderate Distress						
Amount	\$490.5	\$23.0	\$50.8	\$52.9	\$97.8	\$266.1
Percent	29.8%	34.2%	27.7%	25.0%	28.0%	31.8%
Most Distressed						
Amount	\$928.7	\$38.4	\$103.0	\$133.7	\$202.4	\$451.1
Percent	56.3%	57.1%	56.1%	63.2%	58.0%	53.9%
Total						
Amount	\$1648.6	\$67.2	\$183.6	\$211.5	\$348.8	\$837.5
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	4.1%	11.1%	12.8%	21.2%	50.8%

TABLE A-VI-23

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
CENSUS TRACT DISTRESS**

**AND GRANT SIZE
(Dollars in Millions)**

TRACT DISTRESS	NATIONAL	GRANT SIZE				
	1979	1979				
		TO \$1,000,000	\$1,000,000- \$1,999,999	\$2,000,000- \$3,999,999	\$4,000,000- \$9,999,999	\$10,000,000 +
Least Distressed Amount Percent	\$194.9 12.5%	\$10.4 24.6%	\$17.8 12.0%	\$38.2 14.6%	\$31.4 9.3%	\$97.1 12.9%
Moderate Distress Amount Percent	\$479.1 30.7%	\$20.6 31.6%	\$51.5 34.8%	\$65.1 24.9%	\$107.7 32.0%	\$234.2 31.2%
Most Distressed Amount Percent	\$887.5 56.8%	\$34.1 52.4%	\$78.8 53.2%	\$158.0 60.5%	\$197.7 58.7%	\$418.9 55.8%
Total Amount Column Percent Row Percent	\$1561.5 100.0% 100.0%	\$65.1 100.0% 4.2%	\$148.1 100.0% 9.5%	\$261.3 100.0% 16.7%	\$336.8 100.0% 21.6%	\$750.2 100.0% 48.0%
	1980	1980				
Least Distressed Amount Percent	\$183.9 11.3%	\$10.7 12.0%	\$26.2 15.7%	\$27.4 9.4%	\$28.6 11.4%	\$90.9 11.0%
Moderate Distress Amount Percent	\$473.8 29.2%	\$23.2 26.1%	\$42.1 25.2%	\$89.5 30.6%	\$72.8 29.1%	\$246.3 29.9%
Most Distressed Amount Percent	\$964.7 59.5%	\$55.1 61.9%	\$98.8 59.1%	\$175.9 60.1%	\$748.9 59.5%	\$486.0 59.0%
Total Amount Column Percent Row Percent	\$1622.4 100.0% 100.0%	\$89.0 100.0% 5.5%	\$167.1 100.0% 10.3%	\$292.8 100.0% 18.0%	\$250.3 100.0% 15.4%	\$823.2 100.0% 50.7%

TABLE A-VI-24

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
CENSUS TRACT DISTRESS
AND CITY SIZE
(Dollars in Millions)**

TRACT DISTRESS	NATIONAL	CITY SIZE				
	1978-1980	1978-1980				
		TO 100,000	100,000- 249,999	250,000- 499,999	500,000- 999,999	1,000,000 +
Least Distressed						
Amount	\$608.1	\$176.7	\$114.8	\$71.1	\$94.2	\$151.3
Percent	12.6%	14.0%	12.2%	10.2%	11.7%	13.5%
Moderate Distress						
Amount	\$1443.4	\$375.5	\$287.4	\$229.4	\$227.4	\$323.7
Percent	29.9%	29.6%	30.5%	32.9%	28.3%	28.9%
Most Distressed						
Amount	\$2780.9	\$714.4	\$541.5	\$397.5	\$481.2	\$646.2
Percent	57.5%	56.4%	57.4%	56.9%	59.9%	57.6%
Total						
Amount	\$4832.4	\$1266.6	\$943.7	\$698.0	\$802.8	\$1121.2
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	26.2%	19.5%	14.4%	16.6%	23.2%
	1978	1978				
Least Distressed						
Amount	\$229.4	\$63.3	\$38.7	\$26.0	\$31.5	\$69.9
Percent	13.9%	15.1%	12.4%	10.7%	11.5%	17.5%
Moderate Distress						
Amount	\$490.5	\$123.6	\$84.6	\$78.3	\$75.8	\$128.2
Percent	29.8%	29.4%	27.2%	32.3%	27.6%	32.0%
Most Distressed						
Amount	\$928.7	\$232.8	\$187.7	\$138.4	\$167.5	\$202.3
Percent	56.3%	55.5%	60.4%	57.0%	61.0%	50.5%
Total						
Amount	\$1648.6	\$419.7	\$311.0	\$242.7	\$274.8	\$400.4
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	25.5%	18.9%	14.7%	16.7%	24.3%

TABLE A-VI-24

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
CENSUS TRACT DISTRESS**

**AND CITY SIZE
(Dollars in Millions)**

TRACT DISTRESS	NATIONAL	CITY SIZE				
	1979	1979				
		YO 100,000	100,000- 249,999	250,000- 499,999	500,000- 999,999	1,000,000 +
Least Distressed						
Amount	\$194.9	\$55.9	\$40.2	\$26.5	\$36.9	\$35.5
Percent	12.5%	13.5%	12.3%	11.5%	13.3%	11.4%
Moderate Distress						
Amount	\$479.1	\$126.2	\$104.7	\$79.2	\$77.1	\$91.8
Percent	30.7%	30.5%	32.1%	34.3%	27.8%	29.4%
Most Distressed						
Amount	\$887.5	\$232.3	\$181.7	\$125.4	\$163.4	\$184.6
Percent	56.8%	56.1%	55.6%	54.3%	58.9%	59.2%
Total						
Amount	\$1561.5	\$414.4	\$326.6	\$231.1	\$277.4	\$311.9
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	26.5%	20.9%	14.8%	17.8%	20.0%
	1980	1980				
Least Distressed						
Amount	\$183.9	\$57.6	\$35.9	\$18.7	\$25.8	\$45.9
Percent	11.3%	13.3%	11.7%	8.3%	10.3%	11.2%
Moderate Distress						
Amount	\$473.8	\$125.7	\$98.1	\$71.9	\$74.5	\$103.7
Percent	29.2%	2.9%	32.0%	32.1%	29.7%	25.4%
Most Distressed						
Amount	\$964.7	\$249.3	\$172.1	\$133.7	\$150.3	\$259.3
Percent	59.5%	57.6%	56.2%	59.6%	60.0%	63.4%
Total						
Amount	\$1622.4	\$432.6	\$306.1	\$224.3	\$250.6	\$408.9
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	26.7%	18.9%	13.8%	15.4%	25.2%

TABLE A-VI-25

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
CENSUS TRACT DISTRESS**

**AND CITY PERCENT MINORITY
(Dollars in Millions)**

TRACT DISTRESS	NATIONAL	CITY PERCENT MINORITY				
	1978-1980	1978-1980				
		0-20%	21-40%	41-60%	61 + %	Puerto Rico
Least Distressed						
Amount	\$608.1	\$227.7	\$263.4	\$65.2	\$19.6	\$29.9
Percent	12.6%	11.7%	12.8%	12.6%	17.0%	17.0%
Moderate Distress						
Amount	\$1443.4	\$576.1	\$605.8	\$148.0	\$37.4	\$70.0
Percent	29.9%	29.6%	29.5%	28.6%	32.4%	39.8% ^c
Most Distressed						
Amount	\$2780.9	\$1144.9	\$1182.7	\$305.1	\$58.6	\$76.2
Percent	57.5%	58.8%	57.6%	58.9%	50.7%	43.3% ^c
Total						
Amount	54832.4	\$1948.7	\$2051.9	\$518.3	\$115.6	\$176.1
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	40.5%	42.7%	10.8%	2.4%	3.7%
	1978					
Least Distressed						
Amount	\$229.4	\$81.4	\$106.0	\$25.0	\$6.2	\$9.6
Percent	13.9%	12.5%	14.8%	13.5%	15.7%	19.8%
Moderate Distress						
Amount	\$490.5	\$191.7	\$218.8	\$51.3	\$12.8	\$14.2
Percent	29.8%	29.4%	30.6%	27.8%	32.3%	29.2%
Most Distressed						
Amount	\$928.7	\$379.0	\$391.1	\$108.4	\$20.6	\$24.8
Percent	56.3%	58.1%	54.6%	58.7%	52.0%	51.0%
Total						
Amount	\$1648.6	\$652.1	\$715.9	\$184.7	\$39.6	\$48.6
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	39.7%	43.6%	11.3%	2.4%	2.9%

TABLE A-VI-25

**ANNUAL AND CUMULATIVE CDBG PROGRAM FUNDS BUDGETED BY
CENSUS TRACT DISTRESS**

**AND CITY PERCENT MINORITY
(Dollars in Millions)**

TRACT DISTRESS	NATIONAL	CITY PERCENT MINORITY				
	1979	1979				
		0.20%	21-40%	41-60%	61 + %	Puerto Rico
Least Distressed						
Amount	\$194.9	\$73.4	\$77.3	\$24.6	\$9.4	\$9.4
Percent	12.5%	11.6%	12.3%	13.6%	19.6%	15.7%
Moderate Distress						
Amount	\$479.1	\$195.6	\$184.7	\$56.5	\$14.6	\$25.6
Percent	30.7%	30.8%	29.3%	31.1%	30.4%	42.7%
Most Distressed						
Amount	\$887.5	\$366.3	\$368.5	\$100.3	\$24.0	\$25.0
Percent	56.8%	57.7%	58.4%	55.3%	50.0%	41.7%
Total						
Amount	\$1561.5	\$635.3	\$630.5	\$181.4	\$48.0	\$60.0
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	40.9%	40.5%	11.7%	3.1%	3.9%
	1980	1980				
Least Distressed						
Amount	\$183.9	\$72.9	\$80.1	\$15.7	\$4.0	\$10.8
Percent	11.3%	11.0%	11.4%	10.3%	14.3%	16.0%
Moderate Distress						
Amount	\$473.8	\$188.9	\$202.4	\$40.1	\$10.0	\$30.2
Percent	29.2%	28.6%	28.7%	26.3%	35.7%	44.7%
Most Distressed						
Amount	\$964.7	\$399.5	\$423.1	\$96.5	\$14.0	\$26.5
Percent	59.5%	60.4%	60.0%	63.4%	50.0%	39.3%
Total						
Amount	\$1622.4	\$661.3	\$705.6	\$152.3	\$28.0	\$67.5
Column Percent	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Row Percent	100.0%	41.0%	43.7%	9.4%	1.7%	4.2%

A - VII CONTRACT CONDITIONING

These tables detail the frequency and type of grantee contract conditions that occurred in Fiscal Years 1977 to 1980 by **program** type and HUD Region. The tables are discussed in Chapter 5, Section 2 of the report. Data were **compiled** by the Office **of** Evalaution **from** information supplied by the Operational Analysis Division, **Community** Planning and Development, HUD.

TABLE A-VII-1
FY1977 - FY1980 CDBG ENTITLEMENT PROGRAM
CONTRACT CONDITIONING

	Number of Eligible CDBG Communities	Number of Approved Communities	Approved Grantees Conditioned	
			Number	Percent
Entitlement Communities		597	168	28
(Metro Cities)		(519)		
(Urban Counties)		(78)		
Hold Harmless		716	124	17
1978 Total	1,343	1,304	318	24%
Entitlement Communities		622	172	28
(Metro Cities)		(541)	(143)	(26)
(Urban Counties)		(81)	(29)	(36)
Hold Harmless		682	146	21
1979 Total	1,335	1,294	338	26%
Entitlement Communities		629	248	39
(Metro Cities)		(545)	(207)	(38)
(Urban Counties)		(84)	(41)	(49)
Hold Harmless		665	90	14
1980 Entitlement Communities	658	633	247	39%
(Metro Cities)		(549)	(203)	(37)
(Urban Counties)		(84)	(44)	(52)

SOURCE: **Compiled** by the Office of Evaluation from data provided by the Office of Field Operations and Monitoring, **Community** Planning and Development, HUD.

TABLE A-VII- 2

**FREQUENCY AND TYPE OF FISCAL YEAR 1980
GRANTEE CONDITIONING**

CONDITIONING TYPE	GRANTEES CONDITIONED		CONDITIONS	
	(A) Number of Conditioned Grantees	(B) Percent of Conditioned Grantees	(C) Number of Conditions	(D) Percent of Total Conditions
Housing Assistance Plan	129	52%	161	33%
(Resubmission)	(18)	(7%)	(18)	(4%)
(Implementation)	(60)	(24%)	(81)	(16%)
(CPD-79-13) ¹	(51)	(21%)	(62)	(13%)
Program Eligibility	79	32%	118	24%
Program Benefit	80	32%	85	17%
Fair Housing and Equal Opportunity	28	11%	40	8%
Program Progress	35	14%	42	8%
Other ²	37	15%	49	10%
	<u>388³</u>	<u>156%⁴</u>	<u>495⁴</u>	<u>100%</u>

1. CPD Notice 79-13 provides for the conditional approval of entitlement applications proposing to use block grant funds for acquisition of housing sites pending HUD approval of the specific site(s) in terms of site and neighborhood standards and its desirability for housing.

2. Financial management, Relocation/Acquisition, Citizen Participation and other conditioning types.

3. Number of grantees adds to 388 because a grantee may be placed in more than one category and therefore may be double counted.

4. Number of total conditions equal 495 and percent of conditioned grantees totals 156 percent because some of 247 conditioned were conditioned more than once.

Source: Compute by Office of Evaluation from data provided by Operational Analysis Division, Community Planning and Development, HUD

TABLE A-VII-3
FREQUENCY OF CONDITIONED GRANTEES AND TOTAL
CONDITIONS IN FY1977-1979

	PERCENTAGE DISTRIBUTION OF CONDITIONED GRANTEES			PERCENTAGE DISTRIBUTION OF TOTAL CONDITIONS		
	1977	1978	1979	1977	1978	1979
HAP	15%	26%	43%	12%	18%	31%
(Resubmission)	—	(13)	(15)	—	(9)	(8)
(Implementation)	—	(13)	(28)	—	(9)	(23)
Program Eligibility	16	18	28	12	12	20
Program Benefit	58	22	27	45	14	16
FH + EO	14	32	17	11	33	13
Program Progress	14	21	15	11	15	10
Other	<u>10</u>	<u>12%</u>	<u>16%</u>	<u>9</u>	<u>8</u>	<u>10</u>
Total	127%¹	131%¹	146%¹	100%	100%	100%
Number of Conditioned Grantees	292	318	338			
Number of Total Conditions				371	480	597

¹These figures indicate how many conditioned entitlement grantees were conditioned for each specific type of condition. Grantee percentages exceed 100% because some grantees are conditioned more than once.

Source: Compiled by Office of Evaluation from data provided by Operational Analysis Division, Community Planning and Development
HUD

TABLE A-VII-4
CDBG ENTITLEMENT FUNDS AFFECTED
BY CONDITIONAL APPROVAL

	FISCAL YEAR		
	1978	1979	1980
Entitlement Funds	\$2.778 (Billion)	\$2.730 (Billion)	\$2.720 (Billion)
Entire Application Amount Withheld	\$252 Million (125)	\$101 Million (77 grantees)	\$113 Million (25 grantees)
Partial Holdback	\$84 Million (7.8)	\$188 (151 grantees)	\$122 Million (140 grantees)
Total			
Amount	\$336 Million	\$289 Million	\$235 Million
Number of Grantees	(203)	(228)	(165)
Entitlement Communities Amount	\$302 Million	\$275 Million	\$235 Million
Number	(110)	(169)	(165)
Hold Harmless Amount	\$ 34 Million	\$ 14 Million	

TABLE A-VII. 5

**FISCAL YEAR 1980 CONDITIONAL APPROVALS
BY REGION**

REGION	NUMBER OF CDBG APPROVALS	NUMBER OF CDBG APPROVALS CONDITIONED	PERCENT OF APPROVALS CONDITIONED
I (Boston)	55	9	16%
II (New York)	79	19	24
III (Philadelphia)	60	29	48
IV (Atlanta)	86	43	50
V (Chicago)	124	34	28
VI (Fort Worth)	66	24	36
VII (Kansas City)	23	9	39
VIII (Denver)	21	11	60
IX (San Francisco)	99	59	52
X (Seattle)	20	10	60
NATIONAL			
Total	633	247	39%
(Metro City)	(549)	(203)	(37%)
(Urban County)	(84)	(44)	(52%)

Source: Compiled by Office of Evaluation from data provided by Operational Analysis Division,
Community Planning and Development, HUD

TABLE A-VII-6
FISCAL YEAR 1980 SUCCESSIVE ENTITLEMENT
COMMUNITIES CONDITIONING

<u>YEARS CONDITIONED¹</u>				<u>NUMBER OF GRANTEES CONDITIONED</u>
<u>1980</u>	<u>1979</u>	<u>1978</u>	<u>1977</u>	
X	X	X	X	23
X	X	X		40
X	X			51
X	X		X	5
X		X	X	9
X		X		8
X			X	13
TOTAL				149

All successive conditioning counts are mutually exclusive.

SOURCE: Compiled by the Office of Evaluation from data provided by Operational Analysis Division, Community Planning and Development, HUD.

TABLE A-VII- 7
FY 1978-80 ENTITLEMENT CONDITIONAL APPROVALS
BY REGION AND AREA OFFICE

REGION	AREA OFFICE	PERCENT OF APPROVALS CONDITIONED		
		1978	1979	1980
I	Boston, Ma.	13%	19%	9%
	Hartford, Cn.	16%	25%	30%
II	Buffalo, NY	20%	27%	30%
	New York, NY	21%	24%	54%
	Newark, NJ	15%	15%	16%
	San Juan, PR	14%	0%	
III	Baltimore, MD	29%	14%	50%
	Philadelphia, PA	21%	29%	41%
	Pittsburgh, PA	70%	21%	71%
	Richmond, VA	15%	10%	45%
	Washington, DC	30%	50%	33%
IV	Atlanta, GA	29%	24%	43%
	Birmingham, ALA	7%	9%	67%
	Columbia, SC	2%	20%	33%
	Greensboro, NC	10%	21%	36%
	Jackson, MISS	22%	33%	80%
	Jacksonville, FLA	35%	76%	55%
	Knoxville, TN	60%	34%	63%
	Louisville, KY	60%	21%	14%

TABLE A-VII- 7 (continued)

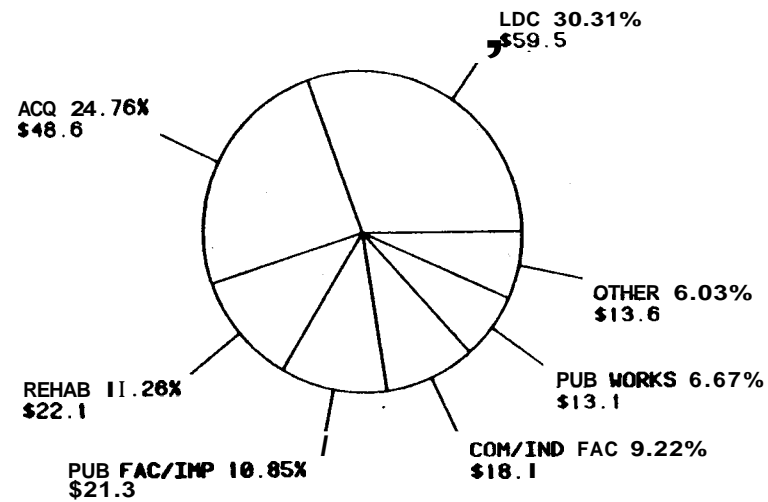
**FY 1978-80 ENTITLEMENT CONDITIONAL APPROVALS
BY REGION AND AREA OFFICE**

REGION	AREA OFFICE	PERCENT OF APPROVALS CONDITIONED		
		1978	1979	1980
V	Chicago, ILL	28%	19%	26%
	Columbus, OH	22%	28%	21%
	Detroit, MICH	15%	18%	36%
	Indianapolis, IN	17%	9%	13%
	Milwaukee, WIS	0%	11%	29%
	Minneapolis/St. Paul, MINN	5%	24%	50%
VI	Dallas, TX	0%	33%	31%
	Little Rock, ARK	38%	54%	71%
	New Orleans, LA	40%	30%	44%
	Oklahoma City, OK	6%	12%	20%
	San Antonio, TX	8%	28%	30%
VII	Kansas City, MO	38%	0%	11%
	Omaha, NEB	14%	41%	60%
	St. Louis, MO	29%	21%	50%
VIII		24%	26%	52%
IX	Honolulu, HA	75%	50%	100%
	Los Angeles, CA	33%	44%	83%
	San Francisco, CA	30%	35%	21%
X	Anchorage, ALAS	0%	86%	100%
	Portland, OR	38%	14%	57%
	Seattle, WASH	12%	29%	42%

A-VIII ECONOMIC DEVELOPMENT

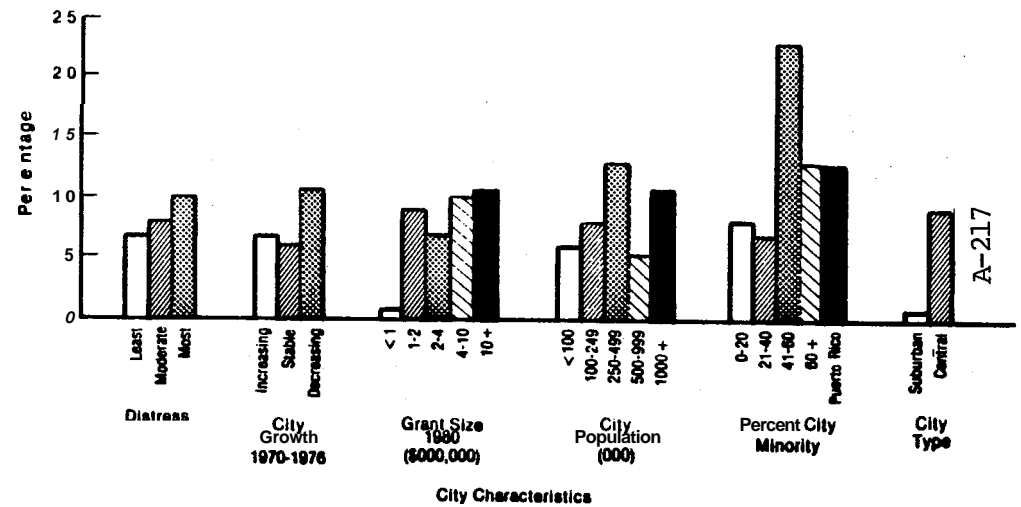
In this section, tables contain information for CDBG Economic Development and Specially-Authorized Economic Development funding by fiscal year, city distress, and specific sub-purposes. These tables relate to the discussion of CDBG Economic Development spending, found in Chapter 5, Section 4 of this report. Data in this section were derived by the Office of Evaluation from information contained in the CDBG Evaluation Data Base.

COMPOSITION OF ECONOMIC DEVELOPMENT
SPENDING FOR ALL CITIES, 1980

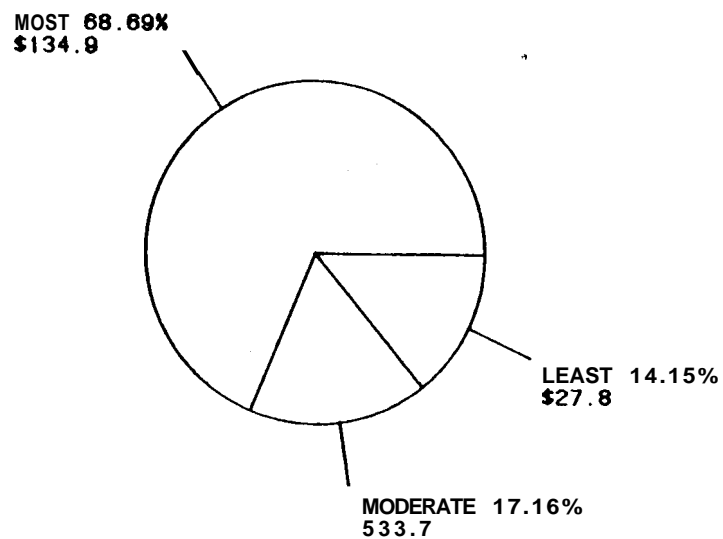


(IN MILLIONS OF DOLLARS)

Percentage of CDBG Funds Budgeted for Economic
Development Purpose In 1980 by City Characteristics



CDBG ECONOMIC DEVELOPMENT FUNDS
BY CITY DISTRESS, 1980



CIN MILLIONS OF DOLLARS)

COMPOSITION OF SPECIALLY AUTHORIZED
ECONOMIC DEVELOPMENT FUNDING. 1979-1980

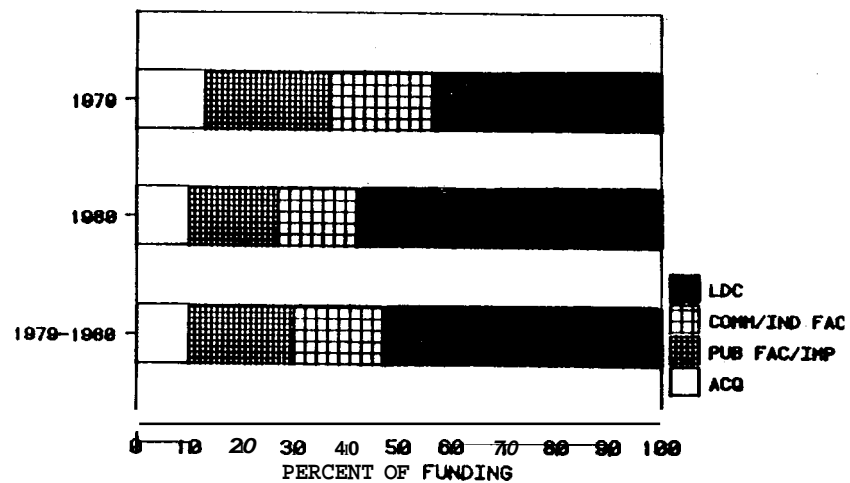


TABLE A-VIII-1
CDBG FUNDS BUDGETED FOR ECONOMIC DEVELOPMENT 1978-1980
(Dollars in Millions)

YEAR	Amount	Percent of All Program Funds
1978	\$218,875	12%
1979	\$213,998	11%
1980	\$221,407	11%
1978-1980	\$654,280	11%

Source: Office of Evaluation, Community Planning and Development, HUD, CDBG Evaluation Data Base

TABLE A-VIII-2

**SPECIALLY AUTHORIZED ECONOMIC DEVELOPMENT FUNDS AS A
PERCENTAGE OF ALL CDBG ECONOMIC DEVELOPMENT FUNDING 1978-1980**

(Dollars in Millions)

YEAR	Total CDBG Economic Development	Specially Authorized Economic Development	Specially Authorized As Percent of Total
1878	\$218,875	—	—
1878	\$213,998	\$87,976	41%
1980	\$221,407	\$119,498	54%

Source: Office of Evaluation, Community Planning and Development HUD; CDBG Evaluation Data Base

TABLE A-VIII-3
COMPOSITION OF SPECIALLY AUTHORIZED
ECONOMIC DEVELOPMENT FUNDING 1979-1980
(Dollars in Millions)

COMPOSITION	YEAR			
	1979	1980	1979-1980	Percent Change
Acquisition for Economic Development	\$11,518	\$ 11,565	\$ 20,082	*
Public Facilities & Improvements for Economic Development	\$21,106	\$ 20,200	\$ 41,306	- 4%
Commercial and Industrial Facilities	\$17,245	\$ 18,428	\$ 35,674	+ 7%
Local Development Corporations	\$38,107	\$ 69,305	\$107,412	+ 82%
Total	\$87,976	\$119,498	\$204,474	+ 36%

*Less than 1%

Source: Office of Evaluation, Community Planning and Development, HUD; CDBG Evaluation Data Base

TABLE A-VIII-4
CDBG FUNDS BUDGETED FOR ECONOMIC DEVELOPMENT
BY CITY DISTRESS
(Dollars in Millions)

CITY DISTRESS	Percent of CDBG Funds for Economic Development	Percent of All CDBG Funds	Amount for Economic Development	Percent of CDBG Economic Development Funds
Non-Distressed	7%	19%	\$ 27,757	14%
Moderately Distressed	8%	19%	\$ 33,747	17%
Highly Distressed	11%	62%	\$134,895	69%
All cities	9%	100%	\$196,399	100%

Source: Office of Evaluation, Community Planning and Development HUD, CDBG Evaluation Data Base

TABLE A-VIII-5
1980 COMPOSITION OF ECONOMIC DEVELOPMENT
SPENDING ALL CITIES
(Dollars in Millions)

ACTIVITY	Amount Budgeted	Percent of CDBG Economic Development Funds
<u>Loc. Dev. Corps</u>	\$ 59,512	30%
Acq. Related	\$ 37,598	19%
Rehab. Related	\$ 22,140	11%
<u>Pub. Fac. & Imp. For ED</u>	\$ 19,359	10%
<u>Comm. & Ind. Fac.</u>	\$ 18,073	9%
Public Works	\$ 13,110	7%
<u>Acq. f a ED</u>	\$ 11,045	6%
Parking Fac.	\$ 10,407	5%
Public Services	\$ 2,884	2 %
Public Facilities	\$ 1,909	1 %
Open Spaces	\$ 302	•
All Activities	\$196,399	100%

*Less than 1%.

Underlined Activities are Specially Authorized.

Source: Office of Evaluation, Community Planning and Development, HUD; CDBG Evaluation Data Base

TABLE A-VIII-6
1980 COMPOSITION OF SPENDING
FOR ECONOMIC DEVELOPMENT BY CITY DISTRESS
(PERCENT DISTRIBUTION)

ACTIVITY	CITY DISTRESS		
	Non-Distressed	Moderately Distressed	Highly Distressed
<u>LDC's</u>	17%	10%	38%
Acq. Related	19%	19%	19%
Rehab. Related	18%	15%	9%
Pub. Fac. & Imp. fa ED	15%	15%	8%
<u>Comm. & Ind. Fac.</u>	1%	6%	11%
Public Works	13%	9%	5%
<u>Acq. for ED</u>	7%	7%	5%
Parking Fac.	8%	18%	2%
Public Services	•	•	2%
Public Facilities	2%	•	1%
Open Spaces	•	1%	0%
	100%	100%	100%

•less than 1 percent.
 Underlined Activities are Specially Authorized.

Source: Office of Evaluation, Community Planning and Development, HUD; CDBG Evaluation Data Base

1980 ECONOMIC DEVELOPMENT FUNDS BUDGETED FOR SPECIFIC SUB-PURPOSES

(Dollars in Millions)

SPECIFIC SUB-PURPOSE	Amount	Percent of Economic Development Purpose
Revitalize Central Business District	\$ 30,442	16%
Revitalize Other Commercial Area	\$ 55,992	29%
Provide Jobs	\$ 30,638	16%
Expand/Create Industrial Area	\$ 25,729	13%
Assist Small Businesses	\$ 17,676	9%
Provide Essential Services	\$ 16,890	7%
Match Other Sources of Funds	\$ 9,427	5%
Create New Local Development Corporation	\$ 1,750	1%
Other	\$ 7,855	4%
Total	\$196,399	100%

Source: Office of Evaluation, Community Planning and Development, HUD CDBG Evaluation Data Base

TABLE A-VIII- 8
1880 ECONOMIC DEVELOPMENT FUNDS BUDGETED FOR SPECIFIC SUB-PURPOSES
BY CITY DISTRESS
(Percent Distribution)

SPECIFIC SUB-PURPOSE	CITY DISTRESS		
	Non-Distressed	Moderately Distressed	Highly Distressed
Revitalize Central Business District	33%	21%	10%
Revitalize Other Commercial Area	32%	23%	28%
Provide Jobs	10%	16%	17%
Expand/Create Industrial Area	7%	15%	14%
Assist Small Business	5%	4%	11%
Provide Essential Services	8%	9%	9%
Match Other Sources of Funds	1%	7%	5%
Create New Local Development Corporation	4%	1%	1%
Other	•	4%	5%
Total	100%	100%	100%

* Less than 1%

Source: Office of Evaluation, Community Planning and Development, HUD CDBG Evaluation Data Base

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